UNITED NATIONS VISITING MISSION TO TRUST TERRITORIES IN WEST AFRICA, 1952

REPORT ON TOGOLA AND UNDER UNITED KINGDOM ADMINISTRATION

Letter dated 5 March 1953 from the Chairman of the Visiting Mission to the Secretary-General

I have the honour to transmit to you herewith in accordance with Trusteeship Council resolution 465 (XI) of 22 July 1952 and with rule 99 of the rules of procedure of the Trusteeship Council the report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952, on Togoland under United Kingdom administration.

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

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

(Signed) Roy A. Peachey.
<table>
<thead>
<tr>
<th>Chapter</th>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Political advancement</td>
<td></td>
</tr>
<tr>
<td></td>
<td>A. Integration with the Gold Coast</td>
<td>13</td>
</tr>
<tr>
<td></td>
<td>B. Local government</td>
<td>20</td>
</tr>
<tr>
<td></td>
<td>C. Civil service</td>
<td>30</td>
</tr>
<tr>
<td></td>
<td>D. Views on the political development of the Territory</td>
<td>32</td>
</tr>
<tr>
<td>II</td>
<td>Economic advancement</td>
<td></td>
</tr>
<tr>
<td></td>
<td>A. General</td>
<td>40</td>
</tr>
<tr>
<td></td>
<td>B. Agriculture</td>
<td>42</td>
</tr>
<tr>
<td></td>
<td>C. Gold Coast Cocoa Marketing Board</td>
<td>48</td>
</tr>
<tr>
<td></td>
<td>D. Cocoa research</td>
<td>54</td>
</tr>
<tr>
<td></td>
<td>E. Produce Marketing Board</td>
<td>55</td>
</tr>
<tr>
<td></td>
<td>F. Industry</td>
<td>56</td>
</tr>
<tr>
<td></td>
<td>G. Volta River Project</td>
<td>57</td>
</tr>
<tr>
<td></td>
<td>H. Roads and communications</td>
<td>60</td>
</tr>
<tr>
<td></td>
<td>I. Mining</td>
<td>62</td>
</tr>
<tr>
<td>III</td>
<td>Social advancement</td>
<td></td>
</tr>
<tr>
<td></td>
<td>A. General</td>
<td>63</td>
</tr>
<tr>
<td></td>
<td>B. Medical services</td>
<td>64</td>
</tr>
<tr>
<td></td>
<td>C. Labour employed in the cocoa industry</td>
<td>73</td>
</tr>
<tr>
<td></td>
<td>D. Situation of the Konkombas</td>
<td>74</td>
</tr>
<tr>
<td></td>
<td>E. Water supplies</td>
<td>75</td>
</tr>
<tr>
<td></td>
<td>F. Prisons</td>
<td>77</td>
</tr>
<tr>
<td>IV</td>
<td>Educational advancement</td>
<td></td>
</tr>
<tr>
<td></td>
<td>A. General</td>
<td>79</td>
</tr>
<tr>
<td></td>
<td>B. Technical education</td>
<td>85</td>
</tr>
<tr>
<td></td>
<td>C. Higher education</td>
<td>86</td>
</tr>
<tr>
<td></td>
<td>D. Scholarships</td>
<td>88</td>
</tr>
<tr>
<td></td>
<td>E. Mass education</td>
<td>89</td>
</tr>
<tr>
<td>V</td>
<td>Dissemination of information on the United Nations</td>
<td>95</td>
</tr>
<tr>
<td>I</td>
<td>Itinerary</td>
<td>1-5</td>
</tr>
<tr>
<td>II</td>
<td>Map</td>
<td>1</td>
</tr>
</tbody>
</table>
At its 409th meeting, tenth session, on 27 March 1952, the Trusteeship Council decided to send a mission to visit the four Trust Territories in West Africa in 1952. At the same meeting, it decided that the Mission should be composed of persons nominated by Australia, Belgium, China and El Salvador. At its eleventh session, on 24 June 1952, the Council approved the nomination of Mr. Roy A. Peachey (Australia) as Chairman of the Mission, and appointed Mr. Robert Scheyven (Belgium), Mr. H.K. Yang (China) and Mr. Roberto E. Quiros (El Salvador) as members of the Mission.

By resolution 465 (XI) of 22 July 1952, the Council directed the Visiting Mission to investigate and to report as fully as possible on the steps taken in the four Trust Territories towards the realization of the objectives set forth in Article 76 b of the Charter, taking into account the terms of General Assembly resolution 321 (IV) of 15 November 1949; to give attention, as might be appropriate in the light of discussions in the Trusteeship Council and in the General Assembly and of resolutions adopted by them, to issues raised in connexion with the annual reports on the administration of the four Trust Territories concerned, in petitions received by the Trusteeship Council relating to those Trust Territories, in the reports of the first periodic Visiting Mission to the Trust Territories in West Africa and in the observations of the Administering Authorities on those reports; to accept and receive petitions without prejudice to its acting in accordance with the rules of procedure and to investigate on the spot, after consultations with the local representative of the Administering Authorities concerned, such of the petitions received as, in its opinion, warranted special investigation; to examine, in consultation with the Administering Authorities, the measures taken and to be taken in respect of the provision of information about the United Nations to the peoples of the Trust Territories under Council resolution 36 (III) of 8 July 1948 and to undertake the duties enumerated in Council resolution 311 (VIII) of 7 February 1951 on the same questions; to transmit to the Council as soon as practicable after the completion of its visits a report on each of the Territories visited containing its findings, with such observations, conclusions and recommendations as it might wish to make.
In addition to its functions defined above the Visiting Mission was requested by the Council's resolution 424 (X) of 3 March 1952, reaffirmed in the preamble to resolution 465 (XI) of 22 July 1952, to investigate and submit a special report on the Ewe and Togoland unification problem. This special report was transmitted by the Visiting Mission to the Council on 25 October 1952 and reproduced as document T/1034 of 7 November 1952.

The Mission, accompanied by seven members of the Secretariat, departed from New York by air on 18 August 1952 and arrived in Togoland under French administration on 21 August 1952. It visited Lome from 21 August to 25 August Accra, Gold Coast, the seat of the Government of Togoland under United Kingdom administration, from 25 August to 28 August; Togoland under United Kingdom administration from 28 August to 9 September; and Togoland under French administration from 9 September to 25 September.

It prepared its special report on the Ewe and Togoland unification problem at Ngaoundere (Cameroons under French administration) from 26 September to 14 October. It visited the Cameroons under French administration from 14 October to 10 November; the Cameroons under United Kingdom administration from 10 November to 23 November; Lagos, Nigeria, the seat of the Government of the Cameroons under United Kingdom administration from 24 to 25 November; London from 26 to 29 November and Paris from 29 November to 4 December. It returned to New York by air on 5 December 1952.

During its visit the Mission covered approximately 18,200 miles by air, 6,500 miles by road and rail and 100 miles by water. On three occasions it was obliged to change its itinerary because of difficulties caused by tropical rains making roads impassable, and on one occasion because an airfield was unsafe for landing. All possible facilities were placed at the Mission's disposal.

1/ Mr. J.J. Cobe-Habersky, Principal Secretary; Mr. Sternbach, Miss J. Brown-Harrop, Mr. F.T. Liu, Assistant Secretaries; Mr. N. Samch, Administrative Officer; Mr. G. Margoulies, Interpreter; Miss P. Lacerte, Stenographer.
The Mission was able to see whomever and whatever it wished. It received the full assistance and co-operation of the Administering Authorities concerned. It is grateful to the respective governments, officers of the administration and to the peoples of the Territories visited for the generous hospitality and cordial welcome extended to it.

After its return from West Africa the Mission prepared its report at the United Nations Headquarters in New York. It has considered it convenient to divide its report into five self-contained parts as follows:

- Report on Togoland under United Kingdom administration (T/1040);
- Report on Togoland under French administration (T/1041);
- Report on the Cameroons under United Kingdom administration (T/1042);
- Report on the Cameroons under French administration (T/1043);
- Report on procedures of visiting missions (T/1044).

At the Mission's meetings on 4 and 5 March all these reports were approved unanimously and are hereby submitted to the Trusteeship Council in accordance with the Mission's terms of reference.

New York
5 March 1953
PART I

INTRODUCTION

1. During its visit to Togoland under United Kingdom administration the Mission received the most cordial hospitality and co-operation both from the Administration and from all sections of the population. It expresses its sincere appreciation to all who assisted it in its work.

2. The Mission wishes particularly to express its gratitude to His Excellency the Governor, Sir Charles Arden-Clarke, to the Prime Minister of the Gold Coast, Dr. Kwame Nkrumah and to other Ministers of the Government and to the officers and members of the Administration whom it had the pleasure of meeting. The Mission cannot mention by name the many persons who aided it, but would like to offer its special thanks to Mr. M. de N. Ensor who accompanied the Mission on its trip through Togoland under United Kingdom administration and who is already well-known to the Trusteeship Council as the special representative for the Territory.

3. The Mission received 645 communications and memoranda in the Trust Territory, transmitted by individuals, groups or representatives of the people. Many of these communications referred in whole or in part to the Ewe and Togoland unification problem and to this extent have been taken into account in the Mission's special report on this question.\(^1\) Others related to general or local questions. In accordance with rule 84, paragraph 2, of the rules of procedure of the Trusteeship Council, the Mission decided that 640 communications were intended for its own information and took them into account in the drafting of the present report, as it did the observations of the Administering Authority on certain of these communications. It transmitted the remaining five communications to the Secretary-General, pursuant to rule 84, paragraph 1, of the rules of procedure of the Trusteeship Council, to be dealt with in accordance with rules 85, 86 and 90.

\(^1\) See document T/1034.
ITINERARY

4. The Mission arrived by air from Lomé (Togoland under French administration) in Accra, seat of the Government of the Gold Coast and the Trust Territory and headquarters of most of the Government departments, in the early afternoon of 25 August 1952 and spent the rest of this afternoon in conference with H.E. the Governor, the Prime Minister and the Minister of Defence and External Affairs.

5. The next day, 26 August, the Mission during the morning visited the telecommunications engineering school, the police training depot, University College, the Borstal Institute for Boys, Accra prison and the Warders' training centre. In the afternoon it met the representatives of the Cocoa Marketing Board, and held two oral hearings, one with the Working Committee of the All-Ewe Conference, the other with Mr. Quashie, a member of the Legislative Assembly. The Chairman of the Mission also held a press conference with 22 reporters from the various newspapers published in or around Accra.

6. During the morning of 27 August two members of the Mission met the Permanent Secretary and the Director of Agriculture, visited the Local Government Training School and the Medical Training Institutions in Accra, while the other two members visited the West African Cocoa Research Institute at Tafo, 57 miles from Accra. During the afternoon, the Mission as a whole met the Permanent Secretary and the Director of Education, the Minister of Local Government and the Minister of Commerce and Industry.

7. The following day, 28 August, the Mission left Accra by plane to visit Tamale, headquarters of the Northern Territories Region of the Gold Coast in which the Northern Section of the Trust Territory is administratively included. It arrived there in the late morning. During the afternoon the Mission attended a meeting with the Acting Regional Officer for the Northern Territories and the regional officers in charge of agriculture, education, health, rural water development and mass education. In this meeting these officers outlined the problems of the Northern Section of the Trust Territory. Following this, two members of the Mission visited the
Tamale hospital and the medical training school for local authority health staff, the girls' middle (senior primary) school, the teacher-training school and the mass education training centre. The other two members visited the principal experimental and demonstration station of the Department of Agriculture in the Northern Territories situated at Nyankpala some 10 miles west of Tamale.

8. On 29 August the Mission again divided into two groups. One group left Tamale to visit Gambaga, headquarters of the Mamprusi district, Nalerigu, seat of the paramount chief of the Mamprusis and Nakpanduri which lies just inside the Trust Territory. At Nalerigu members of the Mission paid a courtesy call on the paramount chief of the Mamprusis and later attended a meeting with members of the Nalerigu local council. At Nakpanduri the group met members of the local council, visited the primary school and the new dispensary. The two members stayed overnight in Gambaga visiting the post office and inspecting radio diffusion sets in the village through which news is broadcast to the people, before returning to Tamale the next morning. The second group intended to visit the Bawku area in the extreme North of the Territory which is the most thickly populated in the whole of the Trust Territory. On reaching Bolgatanga, however, the members had to turn back to Tamale because heavy rains had made the road impassable. In Bolgatanga the members visited the new hospital.

9. On the morning of 30 August the two members of the Mission who had returned from Bolgatanga visited Tampiong and Nantoo about 20 miles from Tamale to see the work which had been carried out in these villages by the mass education and community development staff of the Northern Territories Region. In the afternoon all members of the Mission met the Acting Chief Regional Officer to discuss communications which had been received by the Mission.

10. The Mission left Tamale on 31 August for Yendi which is the headquarters of the Dagomba district and located within the Trust Territory itself. After its arrival which was late in the afternoon, the Mission attended a meeting with the Ya Na, paramount chief of the Dagombas, his sub-chiefs and elders and people of Yendi.
11. During the morning of 1 September the Mission discussed with the District Commissioner of Yendi the problems of his area and a communication received from a Konkomba tribesman. Two members of the Mission then visited Yendi hospital and the Leper Settlement, while the other two members visited the Yendi Prison. Later in the morning all members attended a meeting with the Yendi local council. In the afternoon two members, in response to the communication referred to above, visited Saboba 35 miles northeast of Yendi and the centre of the Konkomba tribe. The other two members visited the Yendi forestry station, the water supply pump and the infant boarding primary school.

12. On 2 September the Mission left Yendi for Kete-Krachi, headquarters of the Krachi sub-district and seat of the Krachi Wura. En route the Mission stopped at Bimbilla, where it met the Bimbilla Na, paramount chief of the Nanumba tribe and other chiefs and people of the area and members of the Nanumba District Council. It also visited the primary school and the new health centre. Before reaching Krachi the Mission also stopped at Kpandai in the Gonja district, the greater part of which lies in the Gold Coast proper. Here the Mission saw for the first time evidence of political activity and it was greeted on arrival by many people some of whom were holding unification placards. In Kpandai the Mission attended a meeting with the Alfai local council and during the afternoon two members gave an oral hearing attended by a great gathering of people, where a communication was presented by three Nawuri members of the local council. The other two members visited the primary school. The Mission arrived in Kete-Krachi late in the afternoon. One member visited the local authority middle school while the other members attended a meeting with the Krachi Wura, the sub-chiefs, the members of the local council and people of the area.

13. The next day, 3 September, the Mission left Kete-Krachi for Kpandu. On the way it was stopped at Wurupong by a large group of Convention People's Party followers who requested an oral hearing. This was granted by the Mission. The Mission also stopped at Ahenkro where another oral hearing was given to representatives of the Convention People's Party. Shortly before reaching Kpandu the Mission was once more stopped this time by a representative
of the Togoland Congress who asked that the Mission attend a mass meeting in Kpandu. This the Mission agreed to do and was immediately taken to the centre of Kpandu where the meeting had been organized. The meeting was attended by about 80 chiefs and a large number of people. The streets of Kpandu were overcrowded and the Mission twice pressed through groups supporting the Togoland Congress and twice through groups supporting the Convention People's Party. After the mass meeting the Mission went to the Kpandu Community Centre where it conducted oral hearings. In the late afternoon the Mission divided into two groups. One attended a meeting with the Akpini local council and held an oral hearing with five Kpandu sub-chiefs, while the other group received the chiefs who had previously been at the mass meeting, visited the Kpandu Health Centre and the Mass Education Centre.

14. During the morning of 4 September the Mission visited Akukome about ten miles from Kpando where it met members of the Anfoega local council and representatives of the Anfoega Duonenyo Organization. Two members then met the Ablode local council in Vakpo-Afaye while the other members visited the Ewe Presbyterian and Roman Catholic middle schools in Anfoega. All members of the Mission then visited the Dafo Preventive station where an interview with the Collector of Customs was held, followed by an oral hearing with people of the area. During the early afternoon the Mission arrived in Ve Koloenu where an oral hearing and visited the rural training centre. One group then visited the Ziga pottery works while the other visited the Togo Academy, said to be the only "private" secondary school in Togoland. Later in the afternoon the Mission visited Hohe, the main commercial centre of the Territory and an important cocoa buying town. Two members visited Hohe hospital, the agricultural office and the labour office while the other two visited the water supply, the St. Francis teacher training college and the radio diffusion centre. The Mission then attended a meeting with chiefs and elders of the Gbi Division who were supporters of the Togoland Congress and later met four chiefs from Togoland under French administration. The Mission then returned to Kpandu where it spent the night.
15. During the morning of 5 September the Mission visited Jasikan, a growing commercial and cocoa buying centre and formerly the seat of the Buem Native Authority. The Mission first visited the Child Welfare and Maternity Clinic which had been constructed by the Buem Native Authority aided by a grant from the Government. It then met certain chiefs and elders of the Buem Native Authority who were supporters of the Convention People's Party. This meeting was attended by a great crowd of people shouting and holding posters condemning unification. After this the Mission met other chiefs of the area who supported the Togoland Congress. This meeting was attended by an equally great crowd of people, this time shouting Congress slogans and holding pro-unification posters. The Mission intended after these two meetings to visit the consumer co-operative in Jasikan, but left the co-operative when it observed that the two rival factions were beginning to demonstrate and grow rowdy.

16. It then went to Mempeasem-Dodi to visit the Northern Trans/Volta Togoland marketing co-operative. During the afternoon the Mission visited Ahmansu and Kadjebi. In Ahmansu the Mission met the Ahmansuhene and Papasehene and at Kadjebi visited the Preventive Station, held an oral hearing with the Vice-President of the Kadjebi Co-operative Society and attended a meeting with the Buem Akan local council. The Mission then returned to Kpandu.

17. On 6 September one group of the Mission held an oral hearing in Kpandu with the Executive of the Southern Togoland Branch of the Convention People's Party, visited the Kpandu prison and then left Kpandu for Ho, visiting en route the Kpeve agricultural demonstration station which is about 25 miles west of Ho. The other group left Kpandu early in the morning and went to Vane where it met chiefs of the area and visited the Vane weaving establishment. It then went on to Amedzofe where it visited the teacher training college and held an oral hearing with a chief of Amedzofe. From there the group went to Dzolokpuita and attended a meeting of the Yinger local council. Both groups arrived in Ho in the late afternoon.

18. The 7 September the Mission kept as a rest day.
19. During the morning of 8 September the Mission visited the Ho hospital, the water supply office and held a meeting with members of the Asogli local council. After this the Mission attended a mass meeting organized by the All-Ewe Conference where it heard farewell addresses from representatives of the Conference and from the Togoland Congress. The Mission then divided into two groups one visiting the Social Welfare and Community Development Office and the other holding an oral hearing with a delegation of members from the Anyigbe local council. In the afternoon the Mission visited the leper settlement, the Ho secondary school, the education office and the United Nations Association.

20. On 9 September the Mission left the Territory for Togoland under French administration. Before leaving the Mission held a final meeting with the Acting Regional Officer of the Trans/Volta Togoland Region and shortly before reaching the frontier the Mission held an oral hearing with local chiefs. Crossing the frontier at Nyive the Mission stopped to hold an interview with the officer in charge of the Preventive Station.
PART TWO

CHAPTER I

POLITICAL ADVANCEMENT

A. Integration with the Gold Coast

21. The circumstances and the manner in which the Trust Territory of Togoland under United Kingdom administration is administered as integral parts of adjacent northern and southern administrative areas of the Gold Coast are by now so well known to the Trusteeship Council as to require no detailed description on the part of the Visiting Mission. These arrangements, and in particular their compatibility with the terms of the Charter and of the Trusteeship Agreement, have been under frequent periodic study in connexion with the Council's examination of administrative and other unions involving Trust Territories. The Council has decided, with the approval of the General Assembly at its seventh regular session,\(^1\) to continue this study in the future; and the Mission is aware that in the case of Togoland the Council at its eleventh session reserved\(^2\) its final opinion concerning the effect of the new constitutional arrangements (for the Gold Coast) on the Trust Territory until it had considered the Ewe and Togoland unification problem. The Council at the same time expressed the opinion\(^3\) that "the present administrative arrangements for Togoland, although prejudicing perhaps the progressive development of the Territory towards a separate independent status, are nevertheless conducive to the attainment of the objectives as set forth in Article 76 of the Charter, and are capable of accelerating the progressive development of the Territory towards self-government within the wider framework of the political future of the Gold Coast;", and was also of the further 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 its future status have been ascertained in accordance

\(^1\) See General Assembly resolution 649 (VII).
\(^3\) Ibid., para. 174.
with Article 76 of the Charter, the operation of the present administrative union must be kept under constant review".

22. The Mission considers that it may contribute to the Council's further examination of the position of Togoland by providing some indications of the practical effects of the present arrangements.

23. The form of the integration of Togoland with the Gold Coast remains unchanged from the time of the Council's last examination (at its eleventh session) of conditions in the Trust Territory, except for the fact that the Mission found that the regional and local government reforms then explained to the Council have been more fully put into effect. The integration takes so comprehensive a form as to embrace not only the administrative and technical services but also the highest political institutions, in which a greatly increased measure of African self-government was vested by the 1950 Gold Coast Constitution. Governmental policies and programmes are applied equally to the Gold Coast and the Trust Territory and are accompanied by the closest of associations between the two Territories in the fields of commerce, trade and marketing.

24. As the Trusteeship Council is aware, and as the Administering Authority has repeatedly emphasized, this situation is by no means new. It has developed over the whole period of mandate and trusteeship administration and, in the view of the Administering Authority, is not only the logical result of the geographic, ethnic and economic circumstances of the Trust Territory but has also been provided for by the terms of the mandate and the Trusteeship Agreement. Togoland under United Kingdom administration has never been administered as a single whole. Governmental authority at the regional level has been exercised in the Northern Section from the headquarters of the Northern Territories of the Gold Coast at Tamale and in the Southern Section from Cape Coast headquarters of the Gold Coast Colony. In the north, the association between Togoland and the Gold Coast has been and continues to be so close that the western international frontier cuts across administrative and tribal boundaries without affecting them in practice; and in the south the international frontier coincided until the establishment of the Trans/Volta Togoland Region with a district boundary of the Gold Coast Colony.
25. All of the major centres of administration, technical and social services and commerce have lain on the Gold Coast side of this unsubstantial frontier. The one exception to this rule is of recent origin: the development at Ho, the principal town in Southern Togoland, of the headquarters of the new administrative region - the Trans/Volta Togoland Region. As the Trusteeship Council has noted in the past, the establishment of such a region was originally proposed by the all-African "Coussey Committee" which prepared the report upon which the present Gold Coast Constitution is based; the Administering Authority withheld approval of the regional plan in view of the special position of the Trust Territory, but informed the Council at its eleventh session that after further consultations with the indigenous authorities concerned the decision had been made to proceed with it.1/ The new regional headquarters, situated in Togoland, will be the base for administrative and technical services on an important scale. Their presence will no doubt bring to Ho a measure of activity and importance hitherto unknown to any town in the Trust Territory. In discussing the establishment of the new region the Acting Regional Officer at Ho informed the Mission that it had been established to split up the area administered from Cape Coast, 250 miles from Ho into more manageable units; to provide the Ewes in the Gold Coast and in the Trust Territory with the opportunity of working together in common institutions and thereby build up a unity which under the former administrative arrangements they did not possess and, by establishing Ho as the regional headquarters, to get an increased pace of development in the area. The Mission would observe, however, that the new region is not contained within the frontiers of Togoland and that it combines the Southern Section of the Trust Territory with an important segment of the south-eastern part of the Gold Coast proper. The whole region, the Mission was informed, incorporates all the areas which are traditionally Ewe-speaking in the Gold Coast and in Togoland together with some 65,000 non-Ewes in the north of the Southern Section. The estimated population of Southern Togoland was given as 222,990, and the Mission was informed that the population of the Gold Coast Ewe groups included in the region was 269,000.

26. With the establishment of the new region the Southern Togoland Council has been superceded as far as its deliberative functions are concerned by the Trans/Volta Togoland Regional Council which will be the main body for discussion and consultation for the region. The Mission was informed that the exact size of the new Council was still under consideration, but that it would be composed of representatives coming up from the new local and district councils and it was hoped to have the Council established by January 1953 after the local and district councils had been established. The Mission is not therefore able to state the exact proportion in which the Trust Territory will be represented.

27. As has been indicated, the new regional arrangement does not embrace the Northern Section of Togoland, which contains 186,900 people out of the total Trust Territory population of 409,090. In that area, Yendi gains some importance from its size as a market town and its tradition as the seat of the Ya Na or paramount chief of the large Dagomba tribe which is found on both sides of the international frontier. Within the administrative structure, however, Yendi is a district headquarters. The headquarters of the region to which it and the rest of Northern Togoland belong - the Northern Territories Region - are as noted at Tamale. According to the 1948 census, the whole area which forms the Northern Territories Region has a population of 1,076,696. Northern Togoland is represented on the Northern Territories Council on the same basis as if it formed part of the Northern Territories proper. The Council was established as a statutory body in 1952. Membership of the Council in 1952 was being revised, the Mission was informed, to bring it more into accord with the new local government bodies recently established. The Council's total membership remains at 16 all of whom will be elected by the District Councils. Since the areas covered by three of the four district councils in the Northern Section of the Territory overlap across the international frontier, it is not possible to state arbitrarily how many members of the Council will represent the inhabitants of the Trust Territory area, but the Mission was informed that of the total membership, eight members would be chosen from groupings of which the Trust Territory formed parts.

1/ The Northern Territories Council Ordinance 1952.
28. The main lines of political development in the Trust Territory, have also taken the form of a share or partnership in the political progress of its large neighbour, the Gold Coast, with which Togoland has been associated intimately since the First World War. To place this fact in fuller perspective, it is necessary to recognize that the political progress of the Gold Coast, particularly during the past three years, has been regarded as considerable: the colony has moved faster and farther towards self-government than any other in West Africa, and it has taken Togoland with it.

29. This progress is represented in the first place by the new Constitution, very largely shaped by representative African opinion itself. It provides the Gold Coast and Togoland jointly with a Legislative Assembly possessing an elected African majority and having in practice, although the ultimate power is still held in reserve by the Administering Authority, a considerable degree of legislative authority over the whole of the Gold Coast and Togoland combined. The Legislative Assembly consists of a Speaker, three ex-officio members (government officials), six "special members" (representing commercial and mining interests) and 75 "elected members", who include five chosen by municipal voters, 33 by rural voters, 18 by "traditional representatives" and 19 by a northern electoral college of "traditional" and other interests. In this Assembly Togoland is not represented as a separate entity, but the Southern Section found representation through two members elected in two stage elections from two rural constituencies and one traditional member elected by the Southern Togoland Council. With the formation of the Trans/Volta Togoland Region the electoral functions of the Southern Togoland Council will in future be carried out by the Trans/Volta Togoland Regional Electoral College which will be composed of one member from each local council within the new region elected by the traditional numbers of the local councils. The College will return three traditional members to the Legislature in future, at least one of whom must be from Southern Togoland.1/ Thus the Southern Section will continue to be assured of three

1/ Gold Coast (Constitution) (Amendment) (No.2) Order in Council, 1952.
seats in the Legislature, one traditional member and two from rural constituents within the Section. The Northern Section of the Territory was not formally assured of separate representation in the Assembly since it was treated for electoral purposes as an integral part of the Northern Territories Region of the Gold Coast. The electoral methods used in returning the 19 members for this region also differed because of the lesser political advancement of the inhabitants, the Northern Territories Council which was in 1951 based on district councils which in their turn were based on tribal authorities, acting as the nucleus of an electoral college for this region. As noted, the Council has now been established as a statutory body and its composition is being modified, but it will continue to act in future as the nucleus around which the electoral college is formed for the region. Though the Northern Section of the Territory was not assured of representation in the Legislative Assembly, in fact, two of the nineteen Northern Territories members elected to the Legislative Assembly were Togolanders by birth and a third normally lives in Togoland.

30. In all, therefore, the 84 members of the Gold Coast Legislative Assembly at present include five Togolanders, or six if the resident mentioned above is included.

31. The Constitution also provides for an Executive Council which now may be called the Cabinet which the Administering Authority has described as the principal instrument of policy for the Gold Coast and Togoland. This again has an African majority, being composed of eight African Ministers chosen from the members of the Legislative Assembly with its approval, and three ex-officio Ministers who are senior colonial service officers responsible for the portfolios of defence and external affairs (under which is included political administration), finance and justice. From among their own number the members of the Executive Council elect a leader of Government business in the Legislative Assembly, whose title has been changed by a recent amendment to that of Prime Minister.

1/ Gold Coast (Constitution)(Amendment) Order in Council, 1952.
2/ Gold Coast (Constitution)(Amendment) Order in Council, 1952.
Government policy in respect of the Gold Coast and Togoland is decided in the Executive Council, and Government legislation for the combined territories originates there. None of the Togoland members of the legislature has yet been chosen as a Minister; the Constitution does not make specific provision for Togoland representation on the Executive Council. One of the Togoland members, however, holds the position of Ministerial Secretary to the Ministry of Housing.

32. In completing the general background against which the Visiting Mission heard expressions of the views of the population on the political development of the Trust Territory it may be useful to recall that on the practical operation of the new organs of government of the Gold Coast and Togoland, political party considerations have had an important bearing. The Trust Territory, as the Mission indicated in its special report on the Ewe and Togoland unification problem, has not escaped the repercussions of political organization and activity centred in the Gold Coast.

33. The dominant political party in the Gold Coast and Togoland, taken as a whole, is the Convention People's Party, whose declared policy is to achieve dominion status for the Gold Coast, within the British Commonwealth of Nations at the earliest possible date. In the 1951 elections it won 34 out of the 38 Legislative Assembly seats contested on a party basis, including one of the two rural seats for Southern Togoland (and both the seats in the adjacent part of the new Trans/Volta Togoland Region). Six of the eight African Ministers in the Executive Council are members of the Convention People's Party and its leader, Dr. Kwame Nkrumah, is the present Prime Minister of the Gold Coast.

34. As the Mission stated in its special report, the Convention People's Party has been active in the Trust Territory, where its general policy is to envisage the closer association of Togoland with the Gold Coast.

35. The other main party in the Trust Territory is the Togoland Congress, an affiliation of various associations including the Togoland Union. The Togoland Congress makes its main issue the question of the unification of the two Togolands and actually opposes the present degree of integration of the Trust Territory with the Gold Coast.

1/ See document T/1034.
36. In addition, the All-Ewe Conference whose main objective is the unification of the Ewe people, has branches in Southern Togoland. As indicated by the Mission in its special report on the Ewe and Togoland unification problem this party by signing the "Joint Declaration" which demanded the unification of the two Togolands and the appointment of a High Commissioner for the interim five year period before independence, officially aligned itself with the platform of the Togoland Congress.

37. It should be added that all of this political activity is confined almost exclusively to the Southern Section of the Territory and it appeared to the Mission that political thought and organization among the northern peoples have not yet gone far beyond the confines set by tribal allegiance and respect.

B. Local government

38. The constitutional reforms of 1951 were followed by no less important changes in the local government system of the Gold Coast and the Trust Territory. Previously, the administrative structure at its lowest level had been built on the traditional tribal organization, that is, the tribal institutions, centered on chiefs and their elders at the level of a village, a group of villages or a whole tribe, received recognition as Native Authorities and undertook under the guidance of the administrative officers and with the advice and technical assistance of the administration's technical services a good deal of the task of local administration especially in the North of the Territory. Now the emphasis has shifted to a more representative system in new local councils. In general two-thirds of the members of the councils are popularly elected, the only qualification of a candidate for election as a representative member being that he should be entitled to be a voter and that his name should be on the electoral register for the particular council. All adults over the age of 21 are entitled to vote in one stage elections, provided they have owned immovable property or have resided in the council area and are liable to pay local council rates.

1/ See document T/1034, p. 44.
39. One-third of the members of the local councils are still, however, representatives of the traditional authorities. The instruments setting up each local council specify these authorities - the chiefs and elders within each area - and they then appoint the traditional members to the local council in question.

40. The introduction of two-thirds representative membership into the local councils was a considerable departure from the former policy of depending at the local government level on the traditional organization of chiefs and their elders and the Mission noted throughout its visit the attachment the people have to this organization which has governed their lives for so long and the respect they hold for their chiefs. It might have been expected that in the formation of the local councils, opposition would have been forthcoming from the chiefs against the representative members, but in fact the Mission saw no evidence in those councils which it visited that the introduction of popularly elected representative members was resented by the traditional authorities and in most cases it was impossible to tell which were the representative and which were the traditional members. Furthermore, the Mission received no complaints either orally or in writing that the proportion of two-thirds representative to one-third traditional membership was inequitable or that it should be modified in one way or another. The retention of one-third traditional membership in the councils the Mission considers was a wise procedure, both because of the former experience of these members in the Native Authorities and because of the influence which traditional loyalties still exert over the life of the people.

41. The councils will take over all the powers of the former Native Authorities. Formerly, in the north of the Territory these Authorities were concerned with the administration of such branches of government as agriculture, animal health, forestry, water supplies, education and health services, dispensaries, maintenance of roads and ferries, taxation, building, police and courts. In the south where there was relatively more activity by the departments of the administration the Native Authorities made rules and orders concerning the good government and welfare of persons within their area, markets, slaughterhouses, lorry parks, the registration of births, deaths, and marriages and divorces and the activities of herbalists, palm-wine sellers and the control of grass burning.
42. Under the Local Government Ordinance, 1951, providing for the establishment of the local councils, the Minister of Local Government can vest in the local councils powers and functions relating to agriculture, building, education, forestry, land, famine relief, liquor, markets, public health, public order, the registration of persons, roads and streets, and trade and industry, the extent of the powers of each local council being set out in the Instrument establishing the council. The Mission understands that for the present, however, the councils will carry out the functions of the former Native Authorities and that when they have proved their administrative capacity, they may be given by amendment to their Instrument enlarged functions and duties and the Mission was informed that an inquiry was to be conducted into the functioning of the councils after a six-month period to see if there were any defects which needed to be remedied. Thus through the Instruments defining the powers and duties of a particular council it will be possible to impose as much or as little control by the Government as is thought necessary in the particular circumstances and apart from this the Minister of Local Government will be able to control the councils in other ways since he has to approve their budgets, approve borrowings by the councils and finally if a council has failed to discharge certain of its functions, can perform these functions on behalf of the council at its expense. The Mission considers that such control is necessary until sufficient time has elapsed to know how these councils are performing their functions.

43. The councils will take over the assets and liabilities of the Native Authorities and their future revenue will be derived from the levying of a "basic" tax at such a uniform rate per capita as they think necessary and is approved by the Minister of Local Government. In addition the council may either raise a graduated per capita rate, or a rate assessed on property. They will also receive rents in respect of property owned wholly by them, and in the Southern Section a proportion of the revenue derived from stool lands; they may charge fees for certain services, for example, the use of markets and may impose licences on persons carrying on certain trades. Grants-in-aid may in addition be given by the central Government.
44. The budgets will be prepared by Finance and Staff Committees (with the assistance of the administrative officers where required) and submitted to the councils in full session, thereafter being subject to the approval of the Minister of Local Government who has delegated his powers to the regional officers. Every council is required to keep proper accounts and the Minister of Local Government is empowered to issue financial memoranda which have to be observed by the council to which they are addressed.

45. Before the establishment of the local government school in Accra in 1951, the training of local government personnel was undertaken by the Administrative officers in the course of their normal duties, these officers supervising and training the staff where and whenever they had time to do so. With the establishment of the local council system, however, the need for trained staff became more urgent as the councils were more numerous than the former Native Authorities and they had the opportunity of carrying out more functions. At least one trained clerk and a treasurer, the Mission was informed, was needed for each local council to be established. The Minister of Local Government therefore decided in April 1951 that a small residential school should be established under the control of his Ministry to train local government staff. Accra was chosen as the location of the school, the Mission was informed, because it was easiest to obtain lecturers there from the various government departments, and help could be obtained from the Ministry staff itself and from the University College. In Accra the students would also have the opportunity of seeing the Legislative Assembly in session, visiting the Public Relations Department cinema and the Accra Town Council.

46. The students were mainly drawn in the first instance from the existing Native Authority employees, although other entrants who could prove their genuine interest in, and capacity for, local government work were accepted. It was arranged that Native Authority students should continue to receive their normal salary from their Native Authorities during their training and would return to their old posts afterwards.

47. The officer in charge of the school was to teach the students about the local government system; to foster the spirit of service and to try to break down the feeling of isolation which it was known that the Native Authority
employees had, of neither knowing nor caring what were the problems, difficulties, and achievements of their colleagues and as far as was possible in the limited course of three months duration, to try to improve the students' general knowledge of the work problems, and the relationship of the Gold Coast central and local government.

48. The Trusteeship Council at its eleventh session noted 1 with approval the establishment of the facilities for the training of local government staff and the Mission in August 1952 visited the local government school. At the time of its visit, two complete courses for 26 students had been given and a third course was in progress which would last until the end of October. It was proposed to continue holding three courses per year until further notice. It had been hoped that it would be possible to double the number of students on the third course but the Mission was informed that this expansion could not be achieved because the necessary staff was not available. There was every hope, however, that this expansion could be achieved in time. Two students from the Trust Territory had been trained in each of the first two courses and there were four Togoland students in the third course. In addition, the Mission was informed, two government trained clerks had been posted to stations within the Territory. This is a total of 10 trained employees for service with the Trust Territory local councils out of the 64 clerks and treasurers which have to be trained if the original plan that all local councils are to have two trained employees is to be carried through. The Mission hopes that in the next courses there will be more students in training for future service in the Trust Territory.

49. The Mission was impressed by the work being done at the local government school and during its visit talked with the students from Togoland, entered the classroom where the master was explaining electoral methods, saw the rooms in which the students were housed and the cooking compound. Student committees had been formed to look after community life, recreation, the library etc., and each student was required to give a "lecturette" to his class mates on some particular aspect of local government with which he was familiar. The Mission also noted that the small school library contained quite a complete set of books on local government and that the school regularly received a number of overseas periodicals.

1/ See Official Records of the General Assembly, seventh session, supplement No. 4, p. 196.
50. At the time of the Mission's visit in August 1952, all 17 of the local councils in the Northern Section, five of whose areas overlap into the Gold Coast, had been established apparently in the great majority of cases without any special difficulties. In ten of these local councils, varying numbers of the representative seats had been contested, not, however, on a political basis but on an independent non-party basis. The average poll in the local councils wards varied from nil in those places where there had been no contest for representative seats to 60 where one seat was contested and 1,100 where four seats were contested. The Mission does not have the number of people who registered for the elections in comparison with the number who were entitled to register and therefore does not know how successful registration was in the Northern Section.

51. Difficulties in getting the people to register in two wards of the Alfai local council area which falls within that part of the Gonja district laying within the Trust Territory, were, however, experienced and the reasons were explained to the Council at its eleventh session in connexion with a petition from the head chief of the Nawuris.¹/

52. The reason the Nawuri and Nanjuro people who are mainly concentrated in the wards of Katiejeli and Kabonweli refused to take part in the elections for the Alfai local council, was, the Administering Authority explained to the Council, due to the fact that they were at loggerheads with the Gonjas and others who formed the majority of the inhabitants of the area. The elections were carried out without the participation of the two wards in question in April 1952, but fresh elections were later held for these wards and three representatives were elected to the local council.

53. The controversy the Mission found had still not died down and while in the area the Mission received representations from three Nawuri members of the Alfai local council asking that that part of the Gonja area lying within the Trust Territory should be transferred from the Northern Territories Region to the Trans/Volta Togoland Region, or more explicitly that it should be transferred to Krachi which lies immediately to the south and which has since 1950 been administratively included in the Southern Section of the Territory.

¹/ See document T/L.299.
54. It was explained to the Mission that under the German occupation and for a time after the British Government assumed responsibility, the Alfai area was administered from Krachi, but when the Native Authorities were established it was transferred to Gonja. The area had therefore been under Gonja jurisdiction for over 20 years. When the Native Authority system was inaugurated the Gonjas were the only ones who were given any authority and the Nawuris received less traditional recognition than they had formerly. An undercurrent of dissatisfaction arose and came to a head in 1943, when the Nawuris split into two factions, one siding with the Gonjas and the others leaving the area for Krachi and Nanumba. About 1950, some of the Nawuris returned and Nawuri discontent based on the villages of Katijeli and Kabonweli began to assert itself again, leading to the refusal to participate in the elections. As finally constituted after elections had been held in the Katijeli and Kabonweli wards the local council was composed of the following:

<table>
<thead>
<tr>
<th>Tribe</th>
<th>Population (1948 census)</th>
<th>Representative Members</th>
<th>Traditional Members</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Konkomba</td>
<td>2,281</td>
<td>Nawuris</td>
<td>5</td>
<td>1</td>
</tr>
<tr>
<td>Basarlis</td>
<td>1,363</td>
<td>Gonja</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Nawuri</td>
<td>1,195</td>
<td>Konkombas</td>
<td>5</td>
<td>-</td>
</tr>
<tr>
<td>Kotokoli</td>
<td>510</td>
<td>Basarlis</td>
<td>4</td>
<td>-</td>
</tr>
<tr>
<td>Gonja</td>
<td>436</td>
<td></td>
<td>17</td>
<td>4</td>
</tr>
<tr>
<td>Dagomna</td>
<td>232</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chokosi</td>
<td>211</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

55. Of the six Nawuri members, three members including the traditional member, the Mission was informed, are pro-Gonja, the other three representative Nawuri members who asked that the area be transferred to Krachi are strongly anti-Gonja. Among the Nawuri people themselves about 60 per cent are anti-Gonja and 40 per cent pro-Gonja.

56. Since the elections, the council had voted upon the question of joining Krachi, but the motion was rejected by 18 votes to 3. The Mission was also present when this question was put to the vote, the three dissentent Nawuris walked out of the meeting, however, before the vote could be taken. The motion was then rejected by 18 votes.
57. The Mission notes that the dispute between the Nawuris and the Gonjas is a long established one and expresses the hope that now the Local Council has been set up with adequate Nawuri representation the dispute will be forgotten so that the Council can work in harmony and fulfil its task of aiding in the administration and development of the Alfai area.

58. In the Southern Section of the Territory the local councils do not appear to have been established as easily as in the North. Fifteen local councils were decided upon for this Section and at the time of the Mission's visit 9 of them had been set up. As the Mission has already reported in its special report on the Ewe and Togoland unification problem\(^1\) the Administering Authority informed the Mission the Togoland Union was instrumental in delaying the establishment of the Buem/Lefana, East Dain, Togo/Plateau and the Gbi/Hohoe local councils, because it did not wish the elections to take place until after the Joint Council for Togoland Affairs had been established. The people of the Buem/Lefana and the Togo/Plateau local council areas, however, made strong representations when the Instruments of other local councils were published fixing 16 August 1952 as the election date, that their elections should also be held on 16 August. Consequently, it was decided to begin registration in all four areas, the people being told that if registration was successful the dates of the elections would be fixed earlier. Registration was successful and it was intended to move forward the elections for all four councils to 30 September. The Gbi/Hohoe local council area led by Mr. Antor (Togoland Union) held out, however, and since the promise had been given that the election date would not be altered without the agreement of the people, the election date was fixed for 31 October.

59. In its observations\(^2\) on the Mission's special report on the Ewe and Togoland unification problem the Administering Authority stated that the Buem/Lefana, Togo/Plateau, Gbi/Hohoe and East Dain local councils have now been established.

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1/ See document T/1034.
2/ See document T/1039.
60. Two other councils were not established at the time of the Mission's visit, these were the Adaklu and the Likpe Lolobi councils. The date for the elections of the first council was set for 12 December 1952 and the Administering Authority in its observations on the Mission's special report on the Ewe and Togoland unification problem stated that the sole reason for the delay in setting up the Likpe Lolobi local council was the difficulty experienced in persuading the people concerned to reach agreement on the internal organization of the future council.

61. Elections were also boycotted in one ward of the Yinger local council because of disagreement about the name of the council and in one ward of the Krachi Local Council area because the people wanted to join another local council.

62. Representative seats on all except one of the local councils established in the Southern Section at the time of the Mission's visit had been contested. Candidates for the local council elections seldom stood with a particular party label, though the Administering Authority informed the Mission that their political leanings were generally apparent. However, due to the frequent swings in political opinion and due to the fact that political opinion had not crystallized in the Southern Section the Administering Authority did not consider it wise and practical to attempt a definite political analysis of the composition of the various local councils. The Mission generally agrees with this view of the Administering Authority and it noted in the local councils it visited that political opinion was still in the formative stages and it appeared to the Mission that it will be some time before the local council members have fully made up their minds as to which political platform they wish to follow.
63. The following is the composition and the election returns for the local councils established at the time of the Mission's visit in the Southern Section of the Territory:

<table>
<thead>
<tr>
<th>Local Councils according to the Gold Coast</th>
<th>Approximate number entitled to vote (45 per cent of the population)</th>
<th>Votes Registered</th>
<th>Votes Cast</th>
<th>Representative Members</th>
<th>Contested Seats</th>
<th>Representative Seats</th>
<th>Traditional Seats</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yingor</td>
<td>6,750</td>
<td>2,866</td>
<td>977</td>
<td>13</td>
<td>6</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Asogli</td>
<td>5,265</td>
<td>2,739</td>
<td>205</td>
<td>12</td>
<td>1</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Anyigbe</td>
<td>5,040</td>
<td>1,988</td>
<td>909</td>
<td>12</td>
<td>7</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Dzigbe</td>
<td>7,110</td>
<td>4,584</td>
<td>2,085</td>
<td>17</td>
<td>9</td>
<td>9</td>
<td>9</td>
</tr>
<tr>
<td>Amfoega</td>
<td>2,250 1/</td>
<td>4,599</td>
<td>nil</td>
<td>5</td>
<td>nil</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Akpini</td>
<td>5,220</td>
<td>4,723</td>
<td>1,568</td>
<td>13</td>
<td>8</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>Abode</td>
<td>6,300</td>
<td>3,475</td>
<td>922</td>
<td>10</td>
<td>4</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Buem Akan</td>
<td>10,350 1/</td>
<td>12,541</td>
<td>4,699</td>
<td>18</td>
<td>12</td>
<td>9</td>
<td>9</td>
</tr>
<tr>
<td>Krachi</td>
<td>14,220</td>
<td>6,954</td>
<td>1,684</td>
<td>15</td>
<td>5</td>
<td>8</td>
<td>8</td>
</tr>
</tbody>
</table>

64. Generally, the Mission was impressed by the meetings it had with the local councils, though these councils had not been established long enough at the time of its visit for a real appraisal of their functioning to be made. In all the councils, however, there appeared to be a good knowledge of rules of procedure and a seriousness in approach to the problems before them; in all councils there was a harmony between the traditional and representative members. The Mission noted, however, that the councils of the South appeared to possess a greater degree of political maturity than those of the North where though there was a harmony as already stated between both types of members, the traditional members appeared to have more to say.

65. The Mission also notes that the Administering Authority in setting up these councils has fully consulted with the peoples themselves as is indicated by the willingness to allow the elections for Gbi/Hohoe council to be deferred until the elections for the Joint Council for Togoland Affairs were completed.

66. Above the local councils are the district councils which are also composed of two thirds representative to one third traditional membership elected from the local councils. These councils, the Administering Authority informed the

1/ These figures do not represent the true picture as a large number of people were away during the 1948 census.
Trusteeship Council in 1951, would in general provide those services which can best be administered over a wider area. They will derive their revenues by precept from the local councils and will possess the same rights to grants-in-aid and borrowing powers. At the time of the Mission's visit as indicated in its special report on the Ewe and Togoland unification problem¹ all four of the district councils of the Northern Section three of whose areas overlap into the Gold Coast had been established. No district councils had been set up in the Southern Section since the local council elections had not been completed. The Mission was informed by the Acting Regional Officer at Ho however that it was hoped to have them functioning by the beginning of 1953.

C. Civil service

67. The constitutional and local government reforms were accompanied by an intensified programme of Africanization of the Gold Coast Civil Service which is also the Civil Service of the Trust Territory and it has been decided that where Africans have the necessary qualifications they shall be given preference over officers recruited from overseas. A full time Commissioner of Africanization, himself an African, was also appointed in 1950, who has the task of ensuring that the maximum number of suitably qualified Africans become available for appointment to the higher grades of the civil service.

68. The headquarters of all the administrative departments and services are as noted above outside the Trust Territory, situated mainly at Accra, but regional offices of these departments and services are maintained at Tamale and at Ho from where development in the Northern and Southern Sections of the Territory is respectively directed. At the end of 1951, senior personnel from these departments stationed within the Trust Territory itself amounted in the Northern Section to one district administrative officer posted at Yendi, one medical and one forestry officer, while in the Southern Section there were four administrative, two medical, one police, one agricultural, four cocoa survey, one customs and one forestry officer, one magistrate, one inspector of produce and one inspector of rural water works. The Mission does not know what the

¹/ See document T/1034.
staff position was exactly in 1952, but notes that from the information available to it the staff stationed within the Territory had not been greatly increased.

69. During its visit the Mission noted how time and time again the development of the Territory was being hampered by the lack of sufficient qualified personnel to direct such development. The Mission in stating this fact does not wish to imply that the present staff are not doing their job admirably, but that they are overburdened and overworked by the responsibilities imposed upon them and that with the plans for quickened development in all spheres of the Territory's life these responsibilities will become even heavier. Before the local councils were established for example, the administrative officers were primarily responsible for preparing the people for the elections, explaining to them the electoral procedures, ascertaining their opinions as to when they wanted the elections to be held and whether they agreed to becoming part of one local council area or another. This was an enormous task in itself and the success of the local council elections was in no small measure due to the sustained efforts and devoted work of these officers. Now all the local councils have been established and presumably all the district councils, the administrative officers will continually be called upon to guide these councils in their work if they are to become efficient, properly functioning and well informed organs of local government. The Mission considers that the present number of administrative officers stationed within the Territory is not sufficient to fulfil this task. Again for instance, the necessity of good roads and the provision of adequate water supplies are two matters which both the Administering Authority and the Trusteeship Council have stressed as being essential to the Territory's development, but the staff of both the Public Works Department and the Rural Water Development Department are below even their scheduled complement.

70. The Mission expresses the hope that the Administering Authority will make every effort to station more administrative officers and more staff from other departments and services within the Trust Territory. It considers that though the Africanization of the Civil Service is 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 can be trained.
D. Views on the political development of the Territory

71. In the Northern Section the Mission heard little comment on the constitutional developments which have taken place since 1951 or on the local government reforms, which appeared to have been passively rather than actively accepted by the people. The leaders of the Mamprusi, Dagomba and Nanumba tribes asked again, as they have in the past, for continued integration with the Gold Coast, \(^1\) and the basic reason for this request appeared to the Mission to be not that they considered that such integration would lead to greater development, political or otherwise, but that they wished to maintain tribal unity with their peoples in the Gold Coast.

72. Two exceptions to the Mission's knowledge might be cited to the universal desire of the Northern tribes for continued integration with the Gold Coast. The first case is that of the Konkombas who live in the Eastern Dagomba area. Here, in a communication concerning the lack of development in the Konkomba area, the Mission also heard a request for unification of the two Togolands and for the appointment of a United Nations High Commissioner. On further investigation by members of the Mission, however, it was found that what was really desired by the people apart from the desire for greater development of their area was that they should have better communications with the Konkombas living on the other side of the frontier in Togoland under French administration - the complete unification of the two Togolands however, was not desired. As to the appointment of a United Nations High Commissioner, the Mission found that what was really desired was the posting of a district officer to the area. Fuller information on the Konkomba case, which the Mission considered to be primarily a social question is included in the Social Advancement Chapter of this report.

73. In the Gonja area the Mission heard representations from three Nawuri members of the Alfai local council that the area should be transferred to the Southern Section and also that the Territory should be unified with Togoland under French administration. Again it transpired that the request of the three Nawuris for unification of the two Trust Territories was very secondary to their controversy with the Gonjas. This question has been covered more fully in the section on local government.

\(^1\) For fuller account see document T/1034, pp. 47-49.
74. In the Southern Section of the Territory the Mission heard both emphatic acceptance and emphatic criticism of the Territory's political advancement together with the Gold Coast by all sections of the community, chiefs, political leaders, local council members, school teachers and students, women's organizations and private individuals and the division between acceptance and criticism seemed to arise from the question whether self-government would be achieved more quickly through continued association with the Gold Coast or through the unification and independence of the two Trust Territories. The leaders of political opinion in the Section organized mass gatherings, attended by many hundreds of people shouting slogans, waving banners and flags, holding placards, distributing pamphlets and singing party songs. The demonstrations and the flood of written communications which the Mission received in this Section were mainly connected with the unification issue, and the intense political activity going on at the time of the Mission's visit was in part due to the knowledge of the people that the Mission had come to inquire into the unification question and in part due to the fact that the Mission arrived at a time when the local councils were in the process of being established. Certain of the arguments of those who were advocating the separation of the Trust Territory from the Gold Coast and its unification with the neighbouring Trust Territory of Togoland under French administration, however, constituted criticisms of the Territory's political development and administrative integration with the Gold Coast.

75. The Convention People's Party, whose declared objective with respect to the Gold Coast is to achieve Dominion status within the British Commonwealth of Nations at the earliest possible date, is the exponent in the Trust Territory of the closer association of the Territory with the Gold Coast, though it is not unsympathetic to the unification of the two Togolands. The argument used by those advocating closer association as expressed to the Mission in oral hearings and written communications was that the paramount interest of the people of Togoland was to be self-governing and it was clear that only under the Gold Coast Constitution would the Territory achieve self-government within the shortest possible time. The recent local council elections met with extensive campaigning by all political factions and the Convention People's Party moved
into the Section with all the trappings of a modern political party early in
the year. At first its activities were concentrated mainly in and around the
Kpandu area, but the Acting Regional Officer at Ho informed the Mission that
during the weeks before the Mission's arrival it had also moved down into the
Ho area. The Togoland Union and its associated organization, forming the
Togoland Congress, is the exponent of the argument for unification and
independence.

76. The Congress made protests to the Mission against the activities of the
Convention People's Party in the Territory, stating that it was a foreign
political party and claiming that the Administering Authority encouraged its
activities in the Territory.

77. The Congress also argued that under the existing constitutional
arrangements, the new Government of the Gold Coast was practically, if not
theoretically, the real Administering Authority of the Trust Territory, and
that the aim of the Convention People's Party, which was the dominant
political party in the Gold Coast Government, was obviously to annex the
Territory to the Gold Coast. It may be noted that some representatives of
the Convention People's Party themselves also shared the concept that the real
Administering Authority was the Gold Coast Government; this view was stated
to the Mission by representatives of the Executive of the Convention People's
Party, Southern Togoland Region, in Kpandu.

78. The Togoland Congress also claimed that the Administering Authority had no
plans for the separate evolution and development of the Trust Territory
towards self-government or independence, and stated that both the political
association and administrative union of the Territory with the Gold Coast
was calculated to extinguish its status as a Trust Territory. It was, it
added, only in theory that Togoland was a Trust Territory; practically
speaking it was nothing but part and parcel of the Gold Coast. In support of
these arguments it was pointed out that the Territory possessed no legislative,
administrative, budgetary or judicial organs of its own and that with the
dissolution of the Southern Togoland Council and the establishment of the
Trans/Volta Togoland Regional Council, which would include representatives from
both the Trust Territory and the Gold Coast, the Territory did not now possess even one separate institution of its own. It was also pointed out that the Territory had always been and continued to be administered in two separate sections, both of which were administered with corresponding areas in the Gold Coast. Thus each day the Territory was becoming more and more closely integrated with the Gold Coast. The Congress also commented that the Trust Territory lagged behind the Gold Coast in general development. The Acting Regional Officer at Ho in commenting on this matter stated that as far as educational facilities were concerned the Southern Section was probably ahead of the Gold Coast, but in some other things, the physical aids in the area were not comparable to similar facilities in the Gold Coast. On the other hand the facilities available were probably in advance of the Territory's contribution to the total revenue.

79. Other requests made by the people of the Southern Section which did not form part of any political platform were that there should be increased representation of the Territory in the Legislative Assembly and that Togoland should be assured of representation in the Executive Council; that a Ministry should be established to deal with Togoland affairs; and that if the Gold Coast should achieve self-government the Territory should be granted self-government at the same time.

80. With regard to which of the political theories found the widest support of the people in the Southern Section representatives of the Administering Authority were not prepared to say and the Acting Regional Officer at Ho in September emphasized that public opinion during the previous months before the Mission's arrival had been very fluid. In the observations\(^1\) on the Mission's special report on the Ewe and Togoland unification problem the Administering Authority has further stated that in its view public opinion in the Trust Territory is not yet sufficiently clear as to the future of the Territory to render it wise to take at this stage any steps which would commit the peoples

\(^1\) See document T/1039
of the Territory, perhaps irrevocably to any future political organization. The United Kingdom Government did not itself necessarily reject any of the proposals advocated by the various factions in the Trust Territory nor was it prepared to use its authority to further or obstruct the programme of any of these parties. It conceived its duty to be to hold in trust for the peoples of the Territory the authority which should eventually be vested in the peoples themselves when the trusteeship was discharged. During the period of trust the Administering Authority should provide political institutions, systems of education and information and freedom of speech and political activity, which would enable the various political parties to place their programmes before the people of the Territory and by democratic methods to seek and enlist the support of the majority of that people. In the view of the United Kingdom Government, it was only by the free interchange of political ideas and opinions, that the people of the Trust Territory could become adequately informed as to the issues at stake and thus be enabled to form an opinion as to the political future which they themselves desired.

81. In this respect the Mission feels it fitting to pay tribute to the political freedom it found prevailing throughout the Territory. Everywhere, whether in the presence of representatives of the Administering Authority or not, the people were obviously at liberty to say just what they had in their minds about the Territory's development and the policies of the Administering Authority, openly and without any hesitation. This liberty was particularly apparent and well-established in the Southern Section of the Territory where the leaders of public opinion organized their followers to give the Mission a tumultuous welcome. Sometimes quite violent criticisms were made of the Administering Authority and the Mission noted that these criticisms were received with equanimity and goodwill by the representatives of the Administering Authority whose only concern was that everyone who wanted to, should have his say to the Mission.

82. As to the criticisms by the Togoland Congress of the Territory's political development and its administrative integration with the Gold Coast the Mission is fully aware that the Trusteeship Agreement identifies
the Administering Authority of Togoland under United Kingdom administration as the Government of the United Kingdom. That Government continues as in the past to exert its authority and to discharge its responsibility through the Governor of the Gold Coast, who is also the chief administrative officer for Togoland; and, in spite of the recent constitutional reforms, the Governor continues to hold, on behalf of the Administering Authority, final executive, legislative and administrative authority in respect of the Territory.

83. At the same time the Visiting Mission feels it necessary to note that within this legally over-riding authority retained by the United Kingdom Government in respect of Togoland, a large measure of executive and legislative responsibility for the Gold Coast and Togoland together has now been passed, in practice, to the Government of the Gold Coast, and that this government is composed essentially of elected representatives of the combined Territories. The present Constitution represents an advanced stage in the progress of the Gold Coast towards full self-government. It is reasonable to expect that there will be further constitutional reforms within a comparatively short period, and that such reforms will be intended to take the Gold Coast still further, if not all the way, towards self-government within the British Commonwealth.

84. If an appreciable further measure of self-government is to be accorded to the Gold Coast, and if it is considered desirable as in the past to apply these constitutional changes to Togoland as an integral part of the Gold Coast, the Visiting Mission considers it inevitable that the Administering Authority will feel obliged to consider whether the responsibility vested in it by the Trusteeship Agreement can be reconciled with the authority which may be transferred to the Government of the Gold Coast in respect of the Trust Territory. It seems clear that a Constitution granting full autonomy to the Gold Coast cannot be made to apply also to Togoland so long as the Trusteeship Agreement retains its present form; since the United Kingdom Government would no longer exercise any 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.
85. The final achievement by the Gold Coast of full self-government seems only a matter of time and it may be anticipated that before long the United Kingdom Government itself as well as the United Nations, will wish to clarify the situation of the Trust Territory.

86. The position is one which, as will have been noted above, is exercising in one direction or another considerable attention on the part of the population of Togoland. It has a major bearing not only on the internal politics of the Trust Territory but also on the internal politics of the Gold Coast and on the question of the unification of the two Togolands. The strongly pro-unification elements are pressing for a clarification of Togoland's position in favour of its separate status because they fear that the process of integration with the Gold Coast may jeopardize the chances of the unification of the two Togolands. But the main political party of the Gold Coast, which is also the party in power in the Government has increased its activities in the Trust Territory and has gained support there, and while expressing a sympathy with the unification movement, it is not unnaturally more practically concerned with increasing its strength in the Gold Coast territorial and local government bodies, and for this purpose tends to regard Togoland as being to all intents and purposes part of the Gold Coast.

87. It is not surprising that these differences of outlook and emphasis should have given rise to antagonisms and confusion among a people not yet much experienced in politics of this kind. In particular, those who believe strongly in the separate status of the Trust Territory and in the future of a unified Togoland resent the intrusion into their affairs of a political party which they regard as "foreign", which is more concerned with Gold Coast than with Togoland affairs, and which they know to be led by the men who have ministerial authority in the Government.

88. The Mission does not suggest that the Gold Coast Party concerned - the Convention People's Party - should be in any way restricted in its activities in the Trust Territory. The Mission can only express the hope that the party, especially because of its position in the Government, will not lose sight of the separate and special international status of the Trust Territory and all that this status implies. It should remember that the present integration
of Togoland with the Gold Coast does not necessarily represent the permanent relationship between the two Territories, and that the Administering Authority has given the United Nations assurances that the inhabitants of the Trust Territory will be free to decide for themselves, at the appropriate time, what that relationship should be.

89. The Mission wishes finally to recall again, as stated earlier in this chapter, that the Trusteeship Council has already undertaken to keep the situation of Togoland vis-à-vis the Gold Coast, in the light among other things of the unification question, under continuing study. As implied above, it believes that the prospect of a further constitutional advance in the Gold Coast may require the position of the Trust Territory to be reviewed with particular care within a relatively short period of time.
CHAPTER II

ECONOMIC ADVANCEMENT

A. General

90. The people of Togoland are essentially, and indeed almost exclusively, farmers. The greater part of their productive effort is devoted to growing foodstuffs, primarily for their own subsistence, but with surpluses for sale in local markets or, in the case of such products as yams and maize, in urban markets in the Gold Coast. Methods of cultivation are primitive, and of land utilization often unscientific and wasteful.

91. The one important exception to this general picture is the growing of cocoa, the principal cash crop of the Territory and the mainstay of its economy. Although cocoa is grown only in limited areas of the Territory and by a relative minority of the population, its importance stems from its comparatively high cash value, the purchasing power which it creates in the Territory, and the contribution which it makes through taxation to the Government revenues. Coffee and palm products are other but much less important exports.

92. The Territory has no manufacturing industries outside of limited local crafts, and no known mineral deposits capable of economic exploitation. The only potential large industrial activity is in connexion with the Volta River Project. Its forests are at present mainly of indirect value for soil conservation, and although plans for improving their direct value as sources of timber are in hand, the Administering Authority sees little immediate prospect of the development of exports of timber from the Territory.

93. Two other factors characterize the economy of the Territory. The first is that there is no productive enterprise on the part of European interests. Such as it is, the Territory's production is entirely owned and managed by the Africans themselves, a fact which is particularly conspicuous in the case of the valuable cocoa industry. European enterprise nevertheless does play an important role in the economy, as the buyer of the Territory's export produce
and the seller of its imported requirements. British and other European trading companies with large African interests act both as buying agents for cocoa in particular and as importers and wholesalers of manufactured consumer goods. Their role in the buying of the export products in raw form has been less important since the Gold Coast Government intervened, through statutory boards, in the marketing of these products, but the wholesale trade in imported goods is still largely in their hands. While there has been a gradual change in this situation in the Gold Coast proper, the Administering Authority has described as disappointing the efforts of African traders in Togoland to increase their share of the import trade. Meanwhile, African participation remains mainly at the retail level, with a large number of Togoland women and Hausa and Yoruba men from Nigeria buying goods in small quantities from the European companies and selling them to the public. The sight of these petty traders, often equipped with only a few trays of imported wares, became a familiar one to the Mission, not only in Togoland but indeed wherever it went in West Africa.

94. The other important element in the Togoland economy is the extent of its integration in that of the Gold Coast. The flow of trade in both directions, the common currency and customs arrangements, and the integration of the budgetary and marketing systems, road communications, agricultural improvement programmes and general development works and plans, all serve to emphasize the unsubstantial nature, in practice, of the border between the Trust Territory and the Gold Coast.

95. The Territory shares in the development Plan adopted by the Gold Coast Legislative Assembly in September 1951. Copies of the plan were supplied to the United Nations and the Annual Report for 1951 contains a summary of the projects most directly affecting Togoland on pages 107 to 112. The Plan which was a revised one of the former ten-year plan, provides for an expenditure of £75,000,000 as against £62,000,000 in the earlier plan. It is divided into four main categories - Economic and Productive Services (16.85 per cent), Communications (35.3 per cent), Social Services (33.1 per cent) and Common Services and General Administration (14.75 per cent). No time-limit was fixed for the carrying out of the plan and when it was

1/ See document T/990
drawn up it was hoped that it would be possible to complete it in a good deal less than ten years. The Administering Authority informed the Mission however, that this hope now seems unlikely to be realized, partly as a result of the heavy increase in recurrent expenditure necessitated by the reorganization of the Civil Service.

96. Each district has its own local development committee to which funds have been granted for allocation to projects to which the people of the district are themselves prepared to contribute.

B. Agriculture

97. Rainfall is the most important climatic factor in determining what crops are grown in the various parts of the Territory. The winter is not cold enough to restrict plant growth and what matters is soil and how much water is available. In the warm and moist hilly region of the South (excluding Krachi), the rainfall is sufficient to maintain a tropical closed forest of a dryish type if the forest were undisturbed. It has, however, been considerably affected by man's activities, due to the farming and burning of very large areas which have been reduced to savannah woodland, and true forest now occurs only as relics on the hills. So far as is known the Administering Authority informed the Mission, recent human occupation over the last two hundred years has been highly inimical to good land utilization and conservation in this area. Lying between the two large slave raiding states of Ashanti and Dahomey, the Ewes were subject to constant disturbance and for safety established their villages high up on the hills and cultivated patches on the hilltops. After the pacification of the country, there was a tendency to move down off the hills to be nearer permanent water supplies and the common location in the towns and villages of Southern Togoland is now just at the base of the hills. Where rainfall is greater and perennial water is found at quite high altitudes, the villages such as Vane and Amedzofe have remained in the hills. The soils of the bottom lands are generally heavy clays or silts which tend to dry out to a considerable depth in the dry season. They would therefore, the Mission was told, require considerable cultivation and possibly draining before they would
be suitable for arable crops. Under present conditions they are utilized only for cassava and, occasionally, yams. Cultivation therefore continued on the hill sides when the villages moved down to their bases. This tendency was emphasized when the cash crops of cocoa and coffee were introduced, as cocoa flourishes only on a forest soil and very large areas of forest have been destroyed to establish it.

98. The main food crops of the area are cassava, cocoyams, oil palms, plantains, rice and miscellaneous vegetables. In most years there is a considerable surplus of foodstuffs produced which are exported mainly to the urban centres in the Gold Coast. The region is not suitable for the rearing of livestock, because of the presence of the tsetse fly and because there are no grasslands, though there are large numbers of domestic animals and fowls. Cocoa, the main cash crop of the Territory, is grown on fairly small African-owned farms in the eastern zone. Lesser quantities of coffee are also produced, mainly in areas along the frontier which are adjacent to the coffee growing areas in Togoland under French administration.

99. In the transitional light forest central area which includes most of the thinly populated Krachi district and part of the Northern Section up to Yendi, the main crops are yams, sheanuts, guineas corn and cassava. Livestock is also kept. The Gonja part of this area is becoming increasingly important as a food producing centre and considerable quantities of yams, guinea corn and maize are exported every year.

100. The central part gives way in the North to undulating grassland country which is hot and dry, the rainfall being about 40". This region is suited to the cultivation of cereals; millet, guineas corn, maize, cowpeas and groundnuts are the chief crops. The grasslands are suited to the rearing of livestock and it is this region that offers the best possibility for the development of a sound mixed farming economy. Only in the extreme north of this region, which is the most densely populated area of the Territory (100-200 per square mile), does impoverization of the soil and erosion constitute a serious problem.

101. Agricultural methods throughout the Territory are still, for the most part, primitive, the wasteful practice of shifting cultivation is widespread and the main agricultural implement is the short hand hoe.
102. Many complaints were made to the Mission by the people of the Territory about the state of agriculture, through oral hearings and through written communications. It was stated that agricultural methods are still far too backward and that much potentially arable land lies vacant because no real efforts are made to modernize agriculture, to introduce mechanized farming, or to introduce new crops.

103. In its development plan however, the Mission notes that the Gold Coast Government has given a prominent place to the development of agriculture. The immediate aim was to increase the output within the existing agricultural system and the long-term aim to improve farming practice on modern lines. The dependence on one cash crop, cocoa, to the virtual exclusion of other crops for export was also recognized as an economic weakness and it was hoped to remedy this by the production of a wider variety of cash crops.

104. For the long-term goal of modernizing agriculture, the Gold Coast Agricultural Development Corporation has been established to undertake special agricultural experimental schemes to ascertain the possibilities of large-scale mechanized farming in relation to local conditions of climate and soil and social organization. The Corporation's principal investment up to date is the Gonja Development Company which has licence to farm 30,000 acres of land near Damango (outside the Trust Territory). The Mission was informed that farmers from the Trust Territory are participating in this scheme under which, when fully developed, settlers will farm their own 30-acre holdings in accordance with Company directions.

105. With regard to the introduction of large-scale mechanized farming, the Mission notes that progress will always be slow and difficult because of the nature of the soil and the dangers of soil erosion.

106. Responsibility for the conduct of research into improvements in the existing system of agriculture and the development of new practices and techniques falls on three main agricultural stations and small demonstration farms. None of the central stations are however, located within the Trust Territory itself.

107. In the Southern Section of the Territory, the Department of Agriculture provides a demonstration farm at Kpave under the control of the Agricultural Officer for the Trans-Volta area. An inspector of produce is also stationed
at Hohoe, in charge of produce inspection and grading, and four agricultural survey officers, one at Kpeve, one at Hohoe and two at Jasikan, are concerned with the survey of cocoa trees and the control of the swollen shoot disease of cocoa. Members of the Mission visited the Kpeve station which was initially started by the Germans. It covers about 400 acres, but at the time of the visit only 70 acres were under cultivation, 40 acres being under orchards and perennial crops, 30 acres under annual crops. From the nurseries seedlings are distributed to local farmers for a small fee and advice is given. Poultry was also reared and sold, and 130 sheep and 25 cattle were kept at the station.

The Forestry Department is charged with the responsibility for the reservation of sufficient forest land in the section to preserve water supplies and minimise erosion in the area, and it has selected and secured approval for the constitution of eleven reserves totalling 223 square miles, of which 183 square miles are in the closed forest and 40 square miles in savannah woodland. Only three had been fully constituted at the time of the Mission's visit, but constitution of the remaining eight under the Forest Ordinance was proceeding.

The main agricultural station for the Northern Territories of the Gold Coast, including the Northern Section of the Trust Territory, is at Nyankpala, some ten miles from Tamale. No agricultural station in the north lies within the Trust Territory itself and there is only one agricultural officer posted in this area. The Administering Authority informed the Mission however, that the soils of Nyankpala are representative of such a vast area of the Northern Territories that the problems occurring in the Territory can be properly studied there and expert advice provided from there. Members of the Mission visited this station. It covers 2-1/2 thousand acres but only part of it had been developed at the time of the visit. Difficulties were being experienced in recruiting enough staff, the present number employed there being 10 to 12. An agricultural training centre was to be established there in 1953; 16 were in training in August 1952, but very few of the trainees were from the Trust Territory. Various agricultural experiments were being carried out with groundnuts, hybrid corns, yams, teak plantations, contour farming etc. The station possessed tractors and bullock ploughs, and a small dam had been built.
to provide water. About 200 labourers were employed from surrounding areas to work at the station. An experimental station situated at Manga, near Bawku, in the heavily populated area, provides for the needs of the extreme northern part of Togoland, acting as a centre for the extension of mixed farming and the training of oxen. Considerable progress has been made, the Mission was told, in teaching improved methods of farming - contour planting, the use of farm-yard manure and animal drawn implements, especially in the more populated area of Mamprusi. Here many farmers are joining the scheme operated by the Kusasi Agricultural Development Committee whose primary aim is to introduce better farming methods and to make loans to farmers to enable them to purchase a plough and two bullocks. It also organizes communal storage and the sale of surplus crops. The farmer, in turn, signs an undertaking to observe certain rules of good farming and husbandry. At the time of the Mission's visit, 157 farmers from the Territory were members of the Committee and in addition there were 26 other farmers in the area who owned ploughs. The Committee derives its funds partly from the Government and partly from the Mamprusi Local Authority.

110. Soil erosion in the Northern Section of the Territory is a pressing problem, as already stated, only in the extreme northern area around Bawku which is the most thickly populated part of the Territory. Members of the Mission attempted to visit this area from Tamale but had to turn back on reaching Bolgatanga because heavy rains had made the road impassable. The Mission was informed by the Administering Authority however, that in this area the Agricultural and Forestry officers are working closely together with the local authorities to combat soil erosion. The approved development plan covers some 250 square miles of proposed forest reserves and 77 square miles of land planning areas. In the Bawku district, an uninhabited reserve of 41.1 square miles has been demarcated. The reaction of the neighbouring population, the Mission was informed, shows some slight apprehension lest the supplies of forest produce which they have customarily obtained from the area should now be seriously restricted. However, provision is to be made after the reserve is constituted to permit the collection of firewood, fruits, herbs and grasses, and for the sale of poles on a sustained yield basis. It is not expected, the Administering Authority stated, that opposition will arise after these steps have been taken.
111. While in the Territory, the Mission enquired in a meeting at the Ministry of Agriculture and Natural Resources what was being done towards the diversification of agriculture. It was pointed out that great care had to be taken in introducing new crops in the tropics and a reference was made to the failure of the groundnut scheme in East Africa. Work however, was being done on coffee, oil-palm and improved rubber. A sugar agronomist and a tobacco expert would also shortly visit the Territory.

112. Cocoa however, continues to be the most notable individual product exported from the Territory and the cocoa prices largely dictate the levels at which it is considered remunerative to develop subsidiary exports. Thus, in face of the currently high cocoa prices, the farmers have shown little interest in the production of other crops for export.

113. The principal veterinary and research station for the Gold Coast and the Trust Territory is situated at Pong-Tamale and a second one is located at Nungwa near Accra. There are no veterinary stations within the Trust Territory itself. African veterinary assistants are however stationed at Yendi, Gushiago and Pusiga, and their main duties concern the inspection of cattle and the control of diseases, particularly rinderpest.

114. Certain communications asked that farmers be given the possibility of obtaining agricultural loans. It was provided in the Development Plan that an agricultural loans board, largely financed by the Cocoa Marketing Board, should be set up, the loans being made to the farmers on the security of their farms, stock and crops. While in the Territory, the Mission was informed that legislation for the establishment of the board had been enacted and that members of the board would shortly be appointed. Negotiations with the Cocoa Marketing Board were going on for the provision of the funds. The Director of Agriculture in Accra also informed the Mission that applications for loans were already flooding his office and that 18,000 had been received in the space of the first few days.

115. The Mission hopes that the loans board has now been established.
C. Gold Coast Cocoa Marketing Board

116. A great many communications were received by the Mission complaining about the activities of the Gold Coast Cocoa Marketing Board. It was claimed that farmers could obtain better prices on the "free market" for their cocoa and that the surpluses made each year by this Board were too high. Some of the communications also supported the idea of the establishment of a separate cocoa marketing Board for the Territory.

117. The Gold Coast Cocoa Marketing Board was established in 1947 and markets all the cocoa produced in the Gold Coast and the Trust Territory under a fixed price arrangement. The main idea behind the establishment of this Board when it was originally formed was to stabilize the prices paid to the farmers for their cocoa crop by withholding temporarily part of their incomes in periods of high prices and supplementing them from accumulated funds in periods of low prices. For this purpose the Board established its Stabilization Reserve Fund. This has however, not been the only activity of the Board and it has since 1947 made substantial contributions from surpluses made from the margin between the world and farm prices, to the general development of the Gold Coast and the Trust Territory.

118. In 1948, the Board set as its target for the stabilization reserve £30 million; this was raised in 1950 to £50 million and in 1951 to £60 million. So far in only one year of its operations, 1948-1949, has the Board had to draw on its reserve fund. It happened however, that the surpluses made during the first half of the season in this year almost balanced the losses made during the second half, and the net loss for the whole season amounted to only about £125,000 and the stabilization fund remained almost intact.¹/  

¹/ See document T/798, p. 108.
119. The Mission visited the Territory between 25 August and 9 September 1952. The fifth annual report and accounts of the Gold Coast Cocoa Marketing Board which was due on 30 September had not been prepared at that time, and the Mission was therefore unable to obtain the latest figures on the stabilization reserve fund. In 1951 however, the reserves of the Board amounted to £63,355,000 and were composed as follows:-

<table>
<thead>
<tr>
<th>Reserve</th>
<th>Amount</th>
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<tbody>
<tr>
<td>Stabilization reserve</td>
<td>£51,000,000</td>
</tr>
<tr>
<td>General trading reserve</td>
<td>9,000,000</td>
</tr>
<tr>
<td>General reserve</td>
<td>1,600,000</td>
</tr>
<tr>
<td>Riot and civil commotion insurance reserve</td>
<td>1,500,000</td>
</tr>
<tr>
<td>New offices reserve</td>
<td>250,000</td>
</tr>
<tr>
<td>Publicity scheme reserve</td>
<td>5,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>£63,355,000</strong></td>
</tr>
</tbody>
</table>

120. The Mission was informed during its meeting with the Gold Coast Cocoa Marketing Board in Accra that these reserves had not decreased during the 1952 season but, on the other hand, it was not anticipated that they would be considerably higher at the end of the season mainly because of the increased export duty which the Board had had to pay on cocoa. From 1951 the export duty on cocoa has been graduated so that when the f.o.b. price is high the amount of duty is correspondingly heavy. It is provided in the Cocoa Duty and Development Funds Ordinance that part of the proceeds of the export duty shall be paid into special funds for the financing of development schemes within the cocoa areas of the Gold Coast and the Trust Territory. In 1951 however, in spite of the greatly increased export duty (over £13 million as opposed to £3.5 million in the preceding year), the Board's total net surpluses amounted to over £20 million. In 1951, the export duty amounted to $51 ls.6d. per ton, and in the 1951-1952 season it was increased to £71 per ton.

121. In addition to establishing the reserve fund, the Marketing Board has made the following grants and allocations for the general development of the Gold Coast and the Trust Territory from the funds derived from the marketing of cocoa:
The Mission notes that the cocoa industry of the Territory is making substantial contributions to the joint revenue of the Gold Coast and the Territory both directly through the export tax on cocoa which has recently been considerably increased and indirectly through the funds allocated by the Cocoa Marketing Board to various development projects. The Mission considers that since cocoa is the chief source of wealth of the Territory this heavy contribution to the revenue through the export tax and allocations from the Cocoa Marketing Board is justified. The Mission also considers that the maintenance of the stabilization reserve by the Cocoa Marketing Board is sound in principle in so far as it is intended to protect the cocoa farmers from violent fluctuations in the world market price for cocoa by guaranteeing them a stable price for their crop at the beginning of each cocoa season, irrespective of changes in the world market prices.

The Mission discussed the establishment of a separate Cocoa Marketing Board for the Trust Territory with representatives of the Gold Coast Marketing Board. It was pointed out by these representatives that in 1950-1951 the Territory supplied 8.3 per cent and in 1951-1952, 10.94 per cent of the total tonnage of cocoa marketed by the Board. On the other hand the Territory had received 23.7 per cent of the funds supplied by the Cocoa Marketing Board for local development, i.e. far more than it was proportionately entitled to receive. The creation of a separate Board for the Territory had nevertheless been considered, but the idea had been rejected because the costs of establishing a separate organization would be far too high to justify its existence. Out of the eight members on the
present Board one representative is from Southern Togoland and the Mission was assured that the policy of including a member on the Board from the Trust Territory would continue to be followed in the future.

124. The Mission considers that the establishment of a separate Cocoa Marketing Board for the Territory is not called for under existing circumstances. It suggests however, that the Administering Authority keep the cocoa farmers of the Trust Territory fully informed of the activities of the Gold Coast Cocoa Marketing Board and of the contributions which are made by the Board towards the Territory's development, especially in the cocoa growing areas.

125. The Mission was informed by representatives of the Gold Coast Cocoa Marketing Board that the price for a load of cocoa (60 lbs.) in 1952 had been 80s, which was closely related to the world market price. In the 1952-1953 season it would be dropped to 70s per load. Many communications received by the Mission complained of this decrease stating that it was unwarranted and pointing out that the Nigerian Cocoa Marketing Board had not changed the price paid to indigenous farmers in Nigeria. Representatives of the Gold Coast Cocoa Marketing Board, commenting on this matter, stated that the average price over the past few years paid to the farmers had been 60s per load and that its policy was not to stabilize the prices at the maximum but at the average. The price per load for the 1952-1953 season was being decreased from 80s to 70s for fear that the world market price for cocoa would be low. It was stated in this connexion that world prices had been falling for agricultural staples generally, but that during the last two years cocoa had proved an exception due to the Korean war and an unexpected short crop. These conditions could hardly be expected to continue.

126. The Mission has no knowledge of conditions in the cocoa market during the 1952-53 season and whether the price on the world market has in fact fallen as was anticipated by the Cocoa Marketing Board, making necessary the decrease in the price to be paid to the farmers during this season. From the information available to it however, there appeared to the Mission to be a possibility that this decrease from 80s to 70s per load was in part due to the increased export duty payable by the Cocoa Marketing Board and that this increase was being passed on to the producers by reducing the amount paid to them for their
cocoa rather than drawing on the stabilization reserves of the Board, or allow the annual surpluses made by the Board correspondingly to decrease. The Mission regards with sympathy the complaints it received concerning the decrease in the price paid to the farmers and expresses the hope that in view of the large stabilization reserves now at the disposal of the Board, the Administering Authority will consider reviewing the price paid to the producers.

127. Certain criticisms were also received by the Mission that the middleman retain too much profit on their transactions with a consequent financial loss to the farmers. In most cases the Cocoa Marketing Board does not deal directly with the farmers but buys the cocoa through buying agents - these agents are the important non-African export-import firms, the United Trading Company and the United Africa Company. One company handles about 40 per cent of all the cocoa marketed and the other somewhat less than 40 per cent. The remaining crop is marketed through co-operative societies.

128. The following are the figures for 1951 on the average price received by the Cocoa Marketing Board per ton of cocoa on the world market, the price received by the buying agents and by the farmers themselves:

<table>
<thead>
<tr>
<th>Description</th>
<th>Price</th>
</tr>
</thead>
<tbody>
<tr>
<td>Price paid per ton to producer</td>
<td>£ 130</td>
</tr>
<tr>
<td>Price paid per ton by Board to licensed buying agent</td>
<td>141</td>
</tr>
<tr>
<td>Export duty per ton paid by the Cocoa Marketing Board</td>
<td>51</td>
</tr>
<tr>
<td>Rail, harbour and other expenses paid by the Board per ton</td>
<td>3</td>
</tr>
<tr>
<td>Average cost per ton of cocoa to Cocoa Marketing Board</td>
<td>£ 195</td>
</tr>
<tr>
<td>Average price per ton f.o.b. received by Board on world market</td>
<td>£ 270</td>
</tr>
<tr>
<td>Gross receipts of Board per ton of cocoa marketed</td>
<td>£ 74</td>
</tr>
</tbody>
</table>

129. The gross gain of the buying agents in 1951 per ton of cocoa was therefore £ 10 .. 10s .. 2d. The Mission has no information on what proportion of this amount is clear profit but it seems apparent that if the producers were able to sell their crop directly to the Cocoa Marketing Board they would receive a considerable increase above the prices they receive under the present system.

The situation has however been partly alleviated, the Mission notes, by the
establishment of the marketing co-operatives which in 1951 marketed 5,141 tons of cocoa or nearly 22 per cent of the total purchases of cocoa\(^1\) in the Territory and the Mission was informed that the Cocoa Marketing Board itself is considering ways and means of buying cocoa direct from the farmers. There are at present two primary marketing co-operative societies operating in the Territory. The first, the Northern Trans-Volta Union with headquarters near Jasikan, comprises 14 subsidiary societies. The other, the Southern Trans-Volta Union with headquarters at Tsit\(\alpha\) outside the Trust Territory, comprises 10 societies of which seven are wholly within the Territory and one partly in the Territory.

130. The Jasikan society which was visited by the Mission, marketed 3,831 tons of cocoa out of the total 5,141 tons marketed by the two societies in 1951 and in 1951-1952 marketed 4,196 tons. The prices paid by it to the farmers for their cocoa, the Mission was informed, is the same as that paid by the buying agents, but after the co-operative's expenses are paid a bonus is granted to the farmers. This bonus amounted to £3.12s.6d per ton during 1951. The other agents, the Mission was informed, also pay out bonuses but they are considerably less than those paid by the co-operative, being £1. 5s. in 1951. The Mission inquired why in view of the fact that the prices received from the co-operative were higher than those paid by the buying agents (fixed price plus bonus) there were not more members in the co-operative. It was informed that many people did not as yet understand the principles of co-operation and that they were also attracted by the fact that the other agents paid in advance for the cocoa, whereas the co-operative paid on delivery and sometimes a little later. The Jasikan co-operative also runs a savings account for its individual members and grants loans to farmers and to its subsidiary organizations. In the 1952-1953 season the loans granted amounted to £29,300 (including £17,500 for the building of cocoa sheds), while in 1951 £23,500 in short-term and medium term loans were issued.

\(^1\) In the 1950-1951 season, 23,421 tons of cocoa were purchased by the Cocoa Marketing Board in the Territory.
131. The Mission is pleased to note the increasingly important part played by the co-operatives in marketing cocoa and hopes that the Administering Authority will continue to give them every support and encouragement. It also considers it desirable that the Administering Authority maintain the closest supervision over the cocoa transactions of the buying agents at the buying posts to ensure that the farmers receive the correct price for their cocoa.

D. Cocoa research

132. A great many cocoa farms in the Gold Coast have been devastated by the swollen shoot disease but up to the time of the Mission's visit this disease had been confined in the Territory to small and scattered outbreaks. The world's main institute for cocoa research is situated at Tafo in the Gold Coast, some 60 miles from Accra and has been financed largely from the surplus funds accumulated from the sale of cocoa by the Cocoa Marketing Board and its predecessor organizations. Research at this institute, the Mission was informed, indicates that the cutting out of trees as soon as they become diseased is essential if the spread of disease is to be avoided. Where cutting out is necessary the farmer is paid a first grant of 4s per mature tree cut (of which 2s is to allow the farmer to prepare for replanting) and 6s (in three instalments of 2s for the third, fourth and fifth year after replanting) for replanting in place of trees cut out. The Gold Coast Government has adopted a policy of intensive propaganda and persuasion in getting the people to cut out diseased trees rather than forcing them to do so and the Mission was gratified to hear that this policy is generally proving successful.

133. The Tafo Research Institute also carries out work towards improving the quality of cocoa and its yield. This work is supplemented in the Territory directly by demonstrating improved methods of caring for farms and treating the crop at the agricultural station at Kpeve, the inspection of marketed crops to maintain quality, and the inspection of farms for signs of disease and treatment, where necessary.

134. The Mission was informed that a notable and very necessary improvement in the quality of the cocoa marketed had taken place in recent years, as a result of Government propaganda and persuasion, as is shown by the following figures on graded cocoa for the Gold Coast and the Trust Territory.
Percentage of total crop by grade

<table>
<thead>
<tr>
<th>Crop year</th>
<th>Grade I</th>
<th>Grade II</th>
<th>Grade III</th>
</tr>
</thead>
<tbody>
<tr>
<td>1949-1950</td>
<td>27.3</td>
<td>72.1</td>
<td>0.5</td>
</tr>
<tr>
<td>1950-1951</td>
<td>58.6</td>
<td>40.2</td>
<td>1.2</td>
</tr>
</tbody>
</table>

E. Produce Marketing Board

135. Several requests were made to the Mission that the Territory should be provided with its own Produce Marketing Board, mainly in connexion with the requests for a separate Cocoa Marketing Board. The present Board was established in 1949 to undertake the marketing of specific agricultural products. At present it controls the marketing for export of palm kernels and oil, copra, coffee and shea nuts. It fixes the prices paid to producers and licensed buying agents and the funds at its disposal at the end of 1951 amounted to £ 334,000.

136. Two of these crops, coffee and palm kernels, are produced to a limited extent for export in the Southern Section. With respect to coffee, the quantity marketed in the Trust Territory has in recent years varied from 5 to 500 tons. The area under coffee is estimated at about 2,000 acres which should produce about 250 tons. The Marketing Board took over a five-year contract between the Gold Coast Government and the Ministry of Food which expired at the end of 1952 and a second contract was entered into covering the 1952-1953 and 1953-1954 crop years in August 1952. The Board does not fix the price for coffee as it does for other crops, but pays to buying agents the f.o.b. price paid by the Ministry of Food less a small charge and leaves it to them to meet all handling and transport costs before passing on the price to the producer. The Mission does not have the figures of the prices paid to farmers before August 1952 but the f.o.b. prices paid by the Ministry of Food to the Board and by the Board to the buying agents were respectively:
137. These prices were considerably below those paid on the "free" market in Togoland under French administration and most of the coffee produced in the Territory was in fact marketed there. The f.o.b. prices under the new contract with the Ministry of Food, entered into in August 1952, are as follows:

<table>
<thead>
<tr>
<th>Quality</th>
<th>Price Ministry of Food (per ton)</th>
<th>Price Board to its agents (per ton)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Superior quality</td>
<td>£ 134 .. 3s .. 0d</td>
<td>£ 130 .. 0s .. 0d</td>
</tr>
<tr>
<td>Fair average quality</td>
<td>130 .. 2s .. 0d</td>
<td>125 .. 0s .. 0d</td>
</tr>
</tbody>
</table>

138. The Administering Authority informed the Mission that since these prices were brought into effect, coffee marketing had been resumed in the coffee growing centres of the Gold Coast but that there were no indications of a resumption of marketing in Togoland. While the price was slightly below the current world prices there were grounds for thinking that before the contract expired world prices might well fall below the level now paid.

F. Industry

139. There are only a few small-scale industrial establishments at present in the Territory - the brick and tile works at Kpandu, weaving by cottage industry at Awatime and a pottery works at Ve Koloenu.

140. To foster industrial development, the Gold Coast Industrial Development Corporation was established in 1947 and has given financial assistance to a number of projects. It is however, concerned with small industries rather than large-scale modern industry.

141. The Mission visited the Awatime weaving industry and the Ve Koloenu pottery works. The weaving industry initially received technical advice and financial support from the Development Corporation, but direct sponsorship was withdrawn in 1952 as it was considered that the weavers were in a position to undertake direct administration. Their capital at the time of the Mission's visit amounted to £ 300, the number of shareholders being 36. They requested that Government assistance again be given the industry, especially to obtain more looms and more room for working. Difficulties were being experienced in
disposing of the cloth made because of the competition with imported cheaper cloth.

142. Representatives of the Ziga pottery works at Ve Koloenu also complained to the Mission that they were in financial difficulties and that the terms and conditions under which they had received a loan from the Industrial Development Corporation were too rigid. They had hoped to mechanize their workshop but under the present conditions were unable to do so.

143. The Mission considers that these concerns deserve every encouragement by the Administration, but observes that additional financial aid will serve a useful purpose only if it can be shown that they will eventually become self-reliant and profitable businesses. It suggests therefore that representatives of the two concerns prepare plans for the consideration of the Administration as to how they propose to develop these concerns if they receive further assistance.

G. Volta River Project

144. Information on the stage then reached with regard to the Volta River Project was given in Appendix XVI of the Annual Report for 1951\(^1\) which included a statement by the Government of the Gold Coast on the Project and related matters. At a meeting with the Governor in Accra on 25 August 1952 the Mission requested further information on the proposed scheme and was informed that investigations had shown that the project was a sound business proposition, but that it was not known whether the great amount of money involved in putting the scheme into operation could be obtained and that no final agreement had been concluded. It would require special legislation on the part of the United Kingdom Government for the funds and a heavy commitment on the part of the commercial interests involved.

145. In November 1952 after the Mission had left the Territory the Government of the United Kingdom published a white paper, Cmd 8702, on the Volta River Aluminium Scheme setting out proposals under which the United Kingdom Government, the Gold Coast Government and the Canadian and United Kingdom aluminium producers would develop large-scale aluminium production in the Gold Coast. It was stated that under the scheme the resources of water power and bauxite in the Gold Coast would be developed to the mutual advantage of the two countries and aluminium produced at an ultimate rate of 210,000 tons per year. The total capital

\(^1\) See document T/990.
expenditure would be about £100 million annually, rising ultimately to £144 million and would be shared by the different parties. In principle the United Kingdom favoured participation in the scheme and believed it to be soundly conceived but felt that its magnitude was such that it should not be embarked upon without every practicable assurance that it could be carried through to a successful conclusion. They proposed therefore that with the agreement of the Gold Coast Government and the aluminium producers, a preparatory commission should be set up to follow up the work already done and to examine in greater detail the chief problems to be overcome. The preparatory commission would be under instructions to report with all practicable speed so that final decisions could be taken as soon as possible.

The scheme falls generally into three parts:

(a) The construction of a dam and power station at Ajena (Gold Coast) about 70 miles from the mouth of the Volta River, involving the creation of a reservoir with an area of 2,000 square miles.

(b) The erection of an aluminium smelter in the vicinity of Kpong (Gold Coast), 12 miles from Ajena. Bauxite deposits at Mpraeso and Yenahin (Gold Coast) would be developed to supply the smelter.

(c) The building of extensive public works including new port facilities, a railway, road developments, housing, schools and other amenities. The Gold Coast Government has decided that a new port is necessary at Tema (Gold Coast) in any case to serve the general needs of the Gold Coast and the Trust Territory.

146. The Mission notes that if the Scheme is put into operation, the effects on the Territory and especially the Southern Section will be considerable. According to the Administering Authority, the project will be a factor of the greatest importance not only as being itself an industrial undertaking on an immense scale, but also because of the influence it will exert on the development of industry generally by the provision of cheap electrical power.

147. The scheme will require the recruiting, training and organization of a large permanent African labour force, part of which will undoubtedly be recruited from the Trust Territory.
148. The Administering Authority has also stated that the creation of the Volta reservoir will offer a valuable additional link in the transport system of the Gold Coast and the Trust Territory as cargo and passenger ferry services both along the lake and also across the lake from the new ports or river side towns will be necessary.

149. The Mission further notes that the building of a power plant and dam at Ajena and the subsequent creation of a reservoir above the dam will involve flooding areas in Togoland along the eastern banks of the Volta up to and beyond Kete-Krachi.\(^1\)

150. Several communications received by the Mission raised questions concerning the Volta River Project. It was argued that since the Volta River was the natural boundary between the Gold Coast and the Trust Territory to which Togoland had equal claims with the Gold Coast, the project should be planned in consultation with the people of Togoland. Thus the Chairman of the Akpini Local Council at Kpandu commented that since the project would involve large sums of money and since land in the Territory would be submerged, the assent and advice of the people of Togoland should be gained. He further pointed out that a representative from Togoland on the Legislative Assembly had tried to raise this question but that it had been impossible to press the point since Togoland's voice in the Assembly was in the minority.

151. Another communication received at Kete-Krachi pointed out that many farms and immovable properties would be destroyed in the area if the reservoir were formed and requested that the Administering Authority be advised completely to resettle the whole of the Kete-Krachi with its villages and towns to be so affected and that commensurate compensation be given before the project is completed. In talking with chiefs and people of Krachi the Mission noted that they seemed to appreciate the advantages of the Scheme and were confident that they would be suitably compensated if any of their property were to be destroyed.

152. A representative of the Administering Authority also assured the Mission that adequate compensation would certainly be paid to persons who had to move away from their homes. The Mission further notes that such assurances have also been given by the Government of the Gold Coast itself.\(^2\)

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\(^1\) The drainage area of the Volta River is approximately 150,000 square miles of which 61,500 square miles (40 per cent) are in the Gold Coast and the Trust Territory.

153. The Mission considers that the Administering Authority should continue to keep the people of the Territory fully informed on the developments concerning the project and should give them every opportunity to make their views on the project known.

H. Roads and communications

154. One of the most pressing requests of the people of the Territory as expressed in written communications and orally was that the Territory should be provided with more and better roads. In some cases the bad repair of a specific road was mentioned, in others it was asked that a special road be built linking certain points, others complained generally that the Territory lacked sufficient roads. Like the first Visiting Mission, the present Mission was able to appreciate this concern and saw for itself that the building of new roads and the maintenance and improvement of existing ones is one of the most important requirements of the Territory. There are no tar-covered roads and few gravel-covered ones, the majority of them being dirt roads. In the rainy season they become muddy and rutted and when it is dry one vehicle produces a minor dust storm. The trip of two members of the Mission to Bawku in the Northern Territories had to be cancelled due to the fact that on reaching Bolgatanga the road, after a heavy storm, was so flooded that it was completely impossible to ford it.

155. Since there are no public railways or omnibus services, the transport of passengers and produce over relatively long distances is undertaken by lorry and the Mission saw, especially in the Southern Section, many of these lorries crowded with passengers and their goods. Another universal mode greatly favoured by the people of the Territory and to be found in very out of the way places is the bicycle. In certain places bicycles are rented out for 6d per day. For shorter distances, to carry out agricultural produce to the markets or buying centres, head porterage is the most usual means.

156. The Mission notes in the "realistic" development plan, adopted in 1951, the importance placed on the provision of first class and modern means of transport and communications and the comment that the existing road system (for the Gold Coast and the Trust Territory) was far from adequate. As far as
the Trust Territory is concerned, £77,250 were appropriated from development funds to build 17 miles of road from Kadjebi to Papese in the cocoa growing area. This road was under construction at the time of the first Mission's visit and was opened in 1952. Previously, produce had to be transported about 20 miles by head-load to the Kadjebi market. This road is an extension of the main road from Accra to Kadjebi which it is planned to re-align and make into an all-weather road at a cost of £360,000. Maintenance of existing roads, the Mission was informed, costs about £50,000 per year. The Mission was also informed that the Cocoa Marketing Board had allocated £283,000 towards the cost of feeder roads and transport in the cocoa growing areas.

157. Two sections of roads in the Southern Section are maintained by the Public Works Department and it is planned that this Department will take over the general maintenance of roads in the Southern Section when it has sufficient staff. Further sections are maintained by the regional administration and others in turn by the local authorities, the total mileage in the Section being over 714. One single arterial road with few feeders in the Krachi sub-district has, the Mission was informed, been the cause of sparse population, particularly in the East of Krachi. It is proposed however, whether or not the Volta River Project is proceeded with, to construct a second road in the eastern area, construction probably being undertaken by the Public Works Department and a contractor. The stage reached at the time of the Mission's visit was that rough surveys had been prepared.

158. Maintenance of all roads in the Northern Section, except the Yendi-Tamale road, is carried out by local authorities, the cost in the case of the main roads being reimbursed by the Government. All-weather roads in this section amount to a mileage of 294 and dry season roads to a mileage of 318.

159. The Mission notes that in this Section the second class motor road coming from Accra through Kpandu, Kete-Krachi and Yendi ends at Gushiago and that there is no good through connexion from this point to the northernmost part of the Trust Territory around Bawku and Pusiga. The Mission, in attempting to reach Bawku from Tamale noted that the route it took entailed crossing many rivers and streams and as already stated the Mission had to turn back at Bolgatanga before reaching the Bawku area. The Mission considers that the Administering Authority might study the possibility of improving the route between Yendi and Pusiga through Gushiago and Nakpanduri so as to provide a direct connexion between these towns within the Trust Territory itself.
I. Mining

160. Several communications received by the Mission complained that although the Territory possessed mineral deposits, the Administering Authority had made no attempt to develop them. The Administering Authority however, informed the Mission that the only minerals of potential economic importance were the Shiene iron ore deposits in the eastern part of the Dagomba District. They were too far from any source of power or from the coast to be capable of economic exploitation, at present, even if the quality and quantity were to be proved satisfactory.
CHAPTER III

SOCIAL ADVANCEMENT

A. General

161. There are no large towns in the Territory the most populous being Yendi, a market town and headquarters of the Dagomba district (7,691 inhabitants), Ho, headquarters of the new Trans/Volta Togoland region (5,840 inhabitants), Hohoe, main commercial and cocoa buying centre (5,665 inhabitants) and Kpandu, a market town and headquarters of the Kpandu sub-district (4,055 inhabitants). Except for those employed by the Government or local authorities there is as yet little labour in continuous employment, though there is a considerable amount of seasonable labour employed in connexion with the harvesting of the main cocoa crop of Southern Togoland.

162. The people for the most part live in small rural villages depending for their livelihood on the produce of the soil and their livestock and building their living quarters from local mud and thatch. The standard of housing throughout the Territory is still very primitive but the Mission noted with appreciation a considerable number of attractive and well-constructed newer African buildings in the towns. In the North where the people are overwhelmingly illiterate, the standards of living are not much higher than subsistence level, though the Mission understands that in the Mamprusi district a class of farmers practising mixed farming which stands out from the general population as a class of men of wealth and substance is emerging. In the Southern Section which is more developed there is more prosperity due in the main to the existence of the cocoa industry and the sale of surplus agricultural produce. The Mission was informed at the Ministry of Commerce and Industry in Accra that the cost of living was still high. Imported goods in short supply were still price-controlled and stern measures were taken with offenders against the control regulations. Local foodstuffs had, however, been decontrolled.
B. Medical services

163. The need for the improvement in the health services of the Territory has generally been recognized in the past by the Trusteeship Council and the Visiting Mission of 1949. The Administering Authority itself felt that a survey into the health needs of the Territory would place the administration in a better position to evaluate the health situation in the Gold Coast and the Trust Territory as a whole and enable it to assess the relative priorities to be given to the various improvements which the Administering Authority considered would undoubtedly be necessary. Consequently, the Administering Authority appointed in 1951 a Commission of Enquiry under the Chairmanship of Sir John Maude. The Commission toured the Territory in 1952 but its report was not available at the time of the Mission's visit.¹/ The Mission had, however, the opportunity to visit hospitals and other medical establishments located within the Territory and also received orally and in writing numerous complaints from the people of the Territory with respect to the inadequacy of the medical facilities. An account of the medical services in the Territory and the impressions the Mission has gained on them is set out below.

164. The hospital system of the Gold Coast and the Territory is based on four main central hospitals - at Accra, Sekondi, Kumasi and Tamale - at which a number of different specialist services are provided. There are three Government hospitals in the Territory which are located at Yendi, Ho and Ho. The Ewe Presbyterian Mission also operates an 18-bed hospital in temporary buildings at Worawora. Other Government hospitals just outside the Territory but which also serve it are at Salaga and Bawku.

165. There are four Government medical officers stationed in the Territory, at Yendi; Ho and Ho, and there is also a medical officer at Bawku. A

¹/ This report has since been received by the United Nations Library.
private doctor practises at Kadjebi and a mission doctor at Worawora.

166. Members of the Mission visited all the three Government hospitals located in the Territory. The Yendi hospital serves the whole of the Dagomba area and treats on the average about 60 patients per day. There were 36 beds in the hospital at the time of the Mission's visit, but the Mission was informed that the number of beds was not always sufficient for treating all the patients and that if necessary patients were accommodated on the floor. It is planned the Mission was told, to increase the number of beds to 60, but it may be noted that this expansion has been under consideration since the visit of the first Mission. The people from the Dagomba area also utilize the hospitals or dispensaries in Karaga in the Gold Coast and in Mango in Togoland under French administration. The Mission notes in this regard the good co-operation between the two Administering Authorities and welcomes the attitude of the French authorities in allowing people from Togoland under British administration to avail themselves freely of the medical services in Togoland under French administration. Patients from the British side using the French medical services pay the cost of the medicine but receive free hospitalization and free service.

167. The biggest hospital in the Territory is the new hospital at Hohoe which was built by the Government at a cost of £77,000. The building, which had taken 18 months to put up had been ready for occupation for nearly one year at the time of the Mission's visit though the operating theatre had been completed only a week before. The reason the hospital had not been opened earlier was that there had been delays in laying on the water supply. The Mission was informed by the medical officer in charge that the water tank was expected in the near future and that the transfer of patients from the old Hohoe hospital would be completed within 48 hours of the water being laid on. The medical staff of the hospital will be as follows: 1 medical officer, 1 assistant medical officer, 27 nurses, 1 sanitary inspector and 1 midwife.
168. The whole of the staff will be African and the staff will probably be trained in the hospital for local government dispensary work. It will have 45 beds and two dispensaries and possess a maternity ward. Fees will be paid by patients at the rate of 6d per day for those providing their own food and 1/- per day for those provided with food. At the time of the Mission's visit a 16,000 vaccination campaign was taking place.

169. This hospital was very modern, spacious and well designed. The Mission considers it very unfortunate, however, that it should have been standing empty for so long due to the difficulties in getting the water supply laid on and urges the Administering Authority to make every effort to get the water supply through to the hospital as soon as possible.

170. The staff of the hospital at Ho consists of the following: 1 medical officer, 1 chief nurse, 1 dispenser, 6 female nurses, including 4 nurse-midwives, and 7 male nurses.

171. The Mission was informed by the medical officer in charge that 200 to 300 out-patients are treated every day and the Mission saw a great many patients waiting in the out-clinic for treatment. About 11,000 to 12,000 new patients were said to come to the hospital each year. Sixty surgical operations are performed on the average per month.

172. The hospital has officially 38 beds, but in view of the heavy demands on it, improvised beds sometimes bring the total up to 60 or 70. Since the visit of the last Mission the facilities of the hospital have been increased by the addition of a new laboratory, staff quarters and a children's and female ward, and it is hoped to build two more wards with twelve beds each.

173. Surgical operations are performed by the light of a pressure lamp suspended over the operating table - this was a matter of some concern to the medical officer in charge but he informed the Mission that the cost of installing electric light was estimated at £13,500. The need for a water pump was also felt at the hospital, the water being obtained from tanks.
X-ray equipment had been on order for two years. Sometimes it was difficult to get enough medical supplies for the hospital, the Mission was told, as estimates were usually cut down and the new patients coming to the hospital increased the demand for drugs. Fees were charged at the hospital at the rate of 1.6d per day for in-patients and they paid extra for drugs.

174. When it was investigating the frontier situation at the Dafo Preventive Station, the Mission was told that people from the Ho area very often went over to the hospital in Palime in Togoland under French administration because they considered that they received better medical treatment there. An additional reason, the Mission was informed at the Palime hospital itself, was because the patients were allowed to bring their families into the hospital with them - this is a social custom which is very hard to suppress. In Togoland under United Kingdom administration the attendance of families in the hospitals is restricted, although they are given separate quarters and cooking facilities in the vicinity of the hospitals.

175. The Mission considers that the Ho hospital ought to be given special attention by the Administering Authority. It had been in need of more equipment, medical supplies and additional skilled personnel for quite a long time before the Mission's visit and the medical officer in charge and his staff were not only overworked by the heavy demands made on the hospital, but also handicapped by the lack of proper facilities.

176. The chiefs of the Buem-Krachi area, on behalf of the people of Worawora, requested the Mission to ask the Administering Authority to provide funds for the building of a mission hospital in Worawora. A medical officer from the Evangelical and Reformed Church of America is at present operating an 18-bed hospital in temporary buildings provided by the people of the area. In the communication it was stated that provisions for a good site for quarters and hospital buildings had been made by the people of Worawora and the site for the hospital prepared for building. Funds for the building of the hospital were not, however, available. Sketch plans for the hospital were attached to the communication and it was estimated that it would require £133,000 to build.
177. The Mission was told by the Administering Authority that the construction of a Government hospital staffed by Government medical staff at Worawóra was not contemplated and that it was not expected that the report of the Health Commission would result in this policy being modified. The work at present being carried out by the Ewe Presbyterian Church was undoubtedly very beneficial to the area. The premises in which this work was being carried out were undoubtedly unsatisfactory. Preliminary discussions had been held between members of the Church and the Director of Medical Services as to the possibility of some financial assistance being given by the Government to the project and the conditions which might be attached. These discussions ended by the Director of Medical Services promising to give careful and sympathetic consideration to such specific proposals as the Church might be able to make after discussion with the local authorities and the people of the area. These proposals were still awaited and it was felt that the Government could take no further action until it received from the Church details of such capital and recurrent expenditure as the Church could not meet from its own funds and those which it was understood had been offered by the Evangelical and Reformed Church of America. It would be appreciated the Administering Authority stated that this information could only be provided by the Church and the proposals of the Chiefs and the medical officer in charge did not take the matter any further. The willingness of the Government to give careful and sympathetic consideration to the Church's proposals, however, remained.

178. The hospital services are supplemented by dispensaries, 12 in the north, of which four are run by religious missions and the rest by local authorities and 12 in the south, one of which is run by the Administration, one by a religious mission and the rest by the local authorities. Seven others were under construction at the end of 1951.

179. Maternity cases are accepted by all the hospitals and there are ante-natal and child welfare clinics run by the Administration, the missions or local authorities at Ho, Hohoe, Kpandu, Bawku, Nakpanduri, Saboba, Yendi and Kpandai. A fourteen-bed maternity clinic is also operated at Jasikan which was visited
by the Mission. The clinic had been constructed by the former Buem Native Authority aided by a grant from the Administration which had also provided funds for the construction of two water tanks. With the dissolution of the Native Authority system the clinic was to be handed over to the District Council. A fully qualified midwife was in charge of the clinic assisted by two nursing sisters. The clinic handled about 12 deliveries per month and served a population of 20,000. Fees for delivery and attendance amounted to 10/-s, food was provided by the patients themselves, 6d was charged for medicines and 3d per day for lying-in.

180. The Mission noted that this clinic was extremely well run and clean. The midwife in charge and the treasurer of the Native Authority conducted the Mission around the dispensary and their enthusiasm for work being done in the clinic and their pride in the accomplishment of the Buem Native Authority in establishing this clinic were obvious.

181. The Mission also visited a new dispensary in the Northern Section at Nakpanduri which had been open about 20 days and which specialized mainly in child delivery.

182. Two Government leper settlements are located in the Territory, one at Ho and the other at Yendi. Both these settlements were visited by the Mission.

183. The Ho settlement was treating 187 in-patients in September 1952 and 20 out-patients. Most of the patients come to the settlement voluntarily. Most of them were from the Trust Territory itself, though one or two were from the Gold Coast proper, one from Togoland under French administration and one from Liberia.

184. All except a few of the in-patients were in the contagious stage of leprosy and were housed in 11 compounds with four houses in each. The patients were not provided with food in the settlement but given a subsistence allowance of 30/-s per month with which to buy their provisions. Unfortunately, the Mission was informed by the dresser in charge, it was not possible to convince
people in the area to sell their food in the vicinity of the settlement and the patients, though in a contagious stage of the disease had to walk two miles to the public market to buy food. The settlement had about 200 acres of land which was cultivated, but it did not supply enough produce to feed the settlement.

185. The medical officer from the Ho hospital formerly visited the camp once per week, but due to overwork at the hospital, the Mission was informed, this officer no longer visited the settlement. Consequently the patients had to go to the hospital for treatment.

186. There were two small "hospital" wards, one for men and one for women. The children (13 boys and 3 girls) were taught by one of the patients.

187. The Mission considers that it is very regrettable that patients from this settlement have to walk two miles into the public market to buy food where though in the contagious stage of the disease they mingle with the other people. It is also regrettable that there is no adequate medical supervision at the settlement because of the shortage of trained medical personnel and the heavy demands made on the Ho personnel. The Mission considers that the clinic might be supplied with a lorry to bring food to the patients which might also, if proper medical attention cannot be given at the settlement itself, be used to transport the patients to the Ho hospital.

188. The settlement at Yendi provides accommodation for 85 in-patients, 72 were being taken care of at the time of the Mission's visit. Patients came voluntarily to the settlement, some of them, the Mission was informed, from quite distant places. Fifty per cent of them were in the contagious stage of the disease. The patients were given farm work to do in order that they might be occupied and lead a normal life.

189. In the field of preventive medicine, the Development Plan made provision for the building of rural health centres intended to be focal points for preventive medicine and rural hygiene in the areas in which they served. The location of these centres was to be based on the results of health surveys carried out by the medical field units. Demonstration rural health centres were, however, to be constructed, two of which at Kpandu and Bimbilla were inside the Trust Territory. The one at Kpandu was already in operation at the time of the Mission's visit treating on the average 200 persons per day. Its particular concern was maternity and child welfare.
190. Except for the 18 months training given to dressers in the Ho and Hohoe hospitals, no medical training facilities exist in the Territory and all nurses, midwives, sanitary inspectors, X-ray assistants, dispensers and laboratory workers are trained in Government hospitals and institutions in the Gold Coast.

Nurses are trained to two standards in the Gold Coast:
1) Qualified registered nurse (a local qualification only);
2) State registered nurse.

191. Training schools attached to the Gold Coast Kumasi General, Sekondi, Cape Coast and Tamale hospitals train nurses to be qualified registered nurses only. At the end of 1951 these training schools contained 330 pupil nurses (numbers from Togoland not available). The Nurses Training College, Accra, which was visited by the Mission, trains pupils to reach standards required of State registered nurses by the General Nursing Council of England and Wales and pupils sit the examination of the College. In 1951 the school had trained 330 pupils as qualified registered nurses and 170 as state registered nurses. Among the latter group were 15 pupils from Togoland.

192. Midwives are trained at Kumasi and Accra in the Gold Coast. The Mission visited the latter school which is attached to the maternity hospital. There were a total of 72 midwives in continual residence, three of whom were from Togoland.

193. Three schools exist for training sanitary inspectors, one in Accra, one in Kintampo (Ashanti) and one in Tamale. There were 42 students in the School in August 1952. The numbers from the Trust Territory were not available.

194. There is no provision as yet for training medical practitioners in the Gold Coast or the Trust Territory, but £1,200,000 was allocated in the Development Plan for the establishment of a medical school as part of the University College of the Gold Coast.

195. The Mission noted with appreciation the devoted work of the medical staff stationed in the Territory and the high standard of cleanliness and order in the medical establishments it saw which has been brought about partly by the insistence of the medical authorities in keeping the families of patients out of the hospitals - a system not always favoured by the people themselves. The Mission also notes that since the visit of the first Mission in 1949 there has
been some expansion of the medical facilities, notably extensions to the hospital at Ho, the completion except for the water supply of the new hospital at Hohoe, the opening of the Kpandu health centre and the opening of seven new dispensaries. There are also four instead of three government medical practitioners in the Territory. A great deal remains to be done, however, as the Administering Authority itself readily appreciates and as is evidenced by the recent Commission into the health needs of the Gold Coast and the Trust Territory. It appeared to the Mission that improvement in the medical situation basically appeared to depend on getting sufficient trained personnel both at the senior level and for the dispensaries which it will be the responsibility of the new local councils to maintain and that without these personnel, fine medical institutions are useless. In this respect, although the Mission was impressed by the work being accomplished in the training institutions in the Gold Coast and the high standards maintained there, it considers that at the present rate it will be a long time before trained personnel will be available in sufficient numbers measurably to affect the medical situation in the Territory. Although appreciating the budgetary difficulties in expanding these facilities due to the needs for expansion in other fields, the Mission considers that the Administering Authority should give high priority to the training of medical staff. The establishment at the University College of a medical school would help in this respect. The Mission also considers that attention should be paid to providing the present hospitals and dispensaries with sufficient medical supplies which the Mission noted during its visit were sometimes not readily available and that it should be ensured that proper equipment is on hand in the existing hospitals so that the medical staff might do their job unhampered by the lack of such supplies and equipment.

196. The Mission notes that fees are generally payable in the hospitals and dispensaries throughout the Territory. Scales of charges for accommodation and maintenance and for radiography, electro-therapy and massage and operating theatre charge are fixed by regulation, but the Mission noted during its visit throughout the Territory that in practice there appeared to be no consistent rate of fees charged - the rate for accommodation, drugs, provision of food in the hospitals, out-patient treatment etc. each being separately decided upon by the
hospital or dispensary in question. The Mission also understands that no charge is made to certain categories of patients - paupers, pupils of Government Boarding schools, and European officers of the Administration. Persons undergoing treatment for pulmonary tuberculosis, venereal diseases and yaws can also obtain treatment free of charge. The Mission does not know what contribution fees make to the total expenditure on the medical services, but it cannot be very great. The Mission considers therefore that the Administering Authority should make an inquiry into the fees paid at the various hospitals and dispensaries throughout the Territory.

C. Labour employed in the cocoa industry

197. The seasonal labour employed by the cocoa farmers of the Southern Section of the Territory comes mainly from the Northern Section of the Territory and from Togoland under French administration. No figures are available on their number, but the cocoa industry is the largest employer of paid labour in the Territory. The labourers' main tasks are the headloading of bags of cocoa from the farms to the buying centres for which 4/-s to 5/-s per load is paid for an average distance of six miles and the harvesting of the cocoa crop for which they receive 8/-s to 10/-s per load. The average wage per month, the Mission was informed, amounts to about £5. In addition they receive food from the farmers or are given a plot of land on which to grow their own food. The labour is not organized and since it is seasonal, formal contracts between employer and labourer are rarely made and the labourers may go from one farmer to another in the course of the season. The housing of the labourers, the Mission was informed by representatives of the Administering Authority is particularly unsatisfactory and they either live in sheds provided by the farmers or find lodgings in nearby villages.

198. The headquarters of the Labour Department is in Accra and there is no senior labour officer posted in the Territory itself. There is a small labour office at Hohoe, however, which the Mission visited. It is under the charge of a junior clerk and its main work is connected with giving advice to ex-servicemen and to boys leaving school. It also deals with complaints of non-payment of wages referring those cases which cannot be resolved on the spot to Accra.
199. Thus there is no real supervision or control of the labour employed in the cocoa industry of the Territory, the labour department at Accra being too far away from the cocoa growing areas to exercise such supervision and the Mission noted that there were for instance no camps or special facilities provided for the migrant workers by the Administration. The Mission considers that in view of the fact that the cocoa industry is the main employer of paid labour in the Territory and in view of the importance of the cocoa industry to the economy of the Territory, the Administering Authority might make further inquiries into the conditions of the labour with a view to improving these conditions and especially housing conditions, and might consider posting a senior labour officer to the Territory. It also considers that the cocoa farmers themselves might be induced to be more generous with the labour employed in their farms.

D. Situation of the Konkombas

200. While in the Northern Section the Mission visited Saboba in Eastern Dagomba in response to a written communication from a Konkomba who claimed to be the paramount chief of the Konkomba tribe. There are about 44,000 Konkombas in the Dagomba area mainly concentrated in and around Saboba which is close to the frontier between the two Trust Territories. Generally, the communication complained of the lack of development in the Konkomba area and it was stated, for example, that communications were very bad, the market primitive, that the area was not supplied with an inoculation centre though the Konkombas possessed a large number of cattle, and that the only dispensary in the area, that of the Assembly of God Mission had recently been closed. During the oral hearing at Saboba which was attended by a large gathering of people the main requests made were that a district officer should be posted to the area, that a road be built to facilitate communication with the Konkombas living in Togoland under French administration and that a native court be established. In commenting on the communication the Government Agent at Yendi informed the Mission that the Konkombas were a very primitive tribe and did not recognize any allegiance beyond that of the family, there being no such thing as a chief among them. They very often fought amongst each other, but on the other hand made good citizens in
alien communities. To a certain extent they were ruled by the Dagombas, but the Dagombas never exerted their influence very much. At the end of 1946 an Assistant District Commissioner had been posted to the area to try to improve conditions but had later been withdrawn. The father of the writer of the communication received by the Mission had been looked upon as a liaison man for a while but when the assistant district commissioner left the question of chief had died down. If, however, the Konkombas were ready as a body to recognize a chief of their own, then he would certainly be recognized by the Administration. If, however, the Konkombas were ready as a body to recognize a chief of their own, then he would certainly be recognized by the Administration.

201. The Mission tends to agree with the claims made that the Konkomba area is neglected and considers that if a greater effort were made in the area to provide better facilities the task of administering the Konkombas would be much easier. They have at the moment only one small school and no dispensary although the medical officer from Yendi visits the area once per week, and the roads which were built in German times have been abandoned and are more or less now grown over. The Konkombas are moving southward and westward and they are to some extent a nomad people, but with better facilities the Mission considers that they might be induced to settle down and produce food for the markets in the south. The Mission noted that they appeared to be an energetic people and were cultivating maize and corn. During its oral hearing the Mission also observed that the people present regarded the writer of the communication as their chief and notes that in the neighbouring areas of Togoland under French administration the Konkombas are a relatively prosperous and settled people with recognized chiefs of their own.

E. Water supplies

202. The first Mission of 1949 visited the Territory at a time when the rainy season had already passed and when the problem of finding water was more noticeable than was the case with this Mission which toured the country at the end of the rainy season. The Mission did, however, receive many complaints that hardships were endured during the dry season through lack of water and that the use of mud water accounted for the spread of diseases such as tapeworm, guinea-worm and hook-worm.
203. Except for the towns of Yendi, Hohoe and Ho which have piped supplies, the Territory depends for its water on wells, ponds, streams and small catchment dams. At the time of the Mission's visit, 211 wells had been sunk in the Northern Section (141 in the Dagomba district, 35 in the Gonja district and 35 in South Mamprusi), as compared with 185 at the time of the first Mission's visit. In Southern Togoland, 12 wells had been sunk in the Kete-Krachi district and 206 in the Ho district, as compared with a total of 54 in 1949. It was pointed out by the Acting Director of the Rural Water Development Department that the total number of wells sunk in Togoland represented approximately 27 per cent in the whole of the Gold Coast whereas the population in Togoland was only 9 per cent.

204. The Acting-Director of the Rural Water Development Department explained to the Mission that the difficulty of supplying water from the rivers was that many of the rivers were seasonal and had such a large level of variation between flood time and the height of the dry season that this solution of the problem was not simple, nor would it be a cheap method.

205. The Mission visited the water supply plants at Yendi and Hohoe which were under construction at the time of the first Mission's visit, and the Water Supply Office at Ho. For Yendi the water is pumped from the Kulpene River through four miles of pipeline to the town at the rate of 75,000 gallons of water per day, providing 10 gallons of water per head of the population. The water was not filtered at the time of the Mission's visit, but the Mission was pleased to learn that a treatment plant was on order and it hopes that it will be installed without too much delay. At Ho the Mission was informed that the water supply was still insufficient and that there is no way of increasing it. The water is drawn from several springs in the hills and leads to tanks within the town where the people can draw their supplies. During the dry season water is short and has to be shut off at various times during the day.

206. The water supply plant at Hohoe supplies about 10 gallons per head per day to the people of Hohoe.

207. Responsibility for the provision of water supplies in the Trust Territory rests with the Department of Rural Water Development, whose headquarters are in Ashanti in the Gold Coast, in conjunction with the Geological Survey
Department. The Rural Water Development Department, the Mission was informed, has never had its full complement of engineering staff and at the time of the Mission's visit was only 25 per cent strong. There is an Inspector of Works resident at Ho to maintain the mechanical plant in Southern Togoland and in the Trans/Volta region, later it was hoped to have an engineer in the station. There is also an Inspector of Works at Hohoe for the construction of the water scheme there, but in the north all the work is supervised by the staff under the Assistant-Director's office in Temale and it had not been possible, the Mission was informed, to post anyone permanently for duty in Northern Togoland.

208. The Mission considers that commendable progress has been made since the visit of the first Mission is providing the Territory with water supplies which are of basic importance to the economic and social life of the inhabitants and notes that according to the statement of the Administering Authority the Territory is receiving proportionately more attention in this matter than the Gold Coast. It notes also that the problem of providing sufficient water supplies is rendered more difficult by the nature of the land which makes installation more costly than it would otherwise be. Shortage of staff and equipment also continue to deter progress. In this regard the Mission urges the Administering Authority to make every effort to bring the staff of the Rural Water Development Department up to its full complement so that this essential work can be vigorously pressed forward and so that trained supervision can be given to the people in their endeavours to help in providing their own supplies.

F. Prisons

209. The prison system in the Territory is under the control of the Prisons Department and there are four prisons in the Territory - at Ho, Kpandu, Kete-Krachi and Yendi. Long-term prisoners are sent to the central prisons at Accra and Tamale. The Mission visited the Accra, Kpandu and Yendi prisons and the Borstal institution for boys in Accra.

210. The prisons in the Territory are extremely clean and well-kept and the Mission was pleased to note that prisoners were usefully employed for instance as outdoor labourers and collectors of firewood; they also made sleeping mats and prepared food in the Kpandu prison. The Mission was informed that prison
Rations were increased some months before its visit and the present diet is said to include more protein than that received outside. Seventy-one persons were in prison in the Territory during the Mission's visit, the main offences being stealing and assault. In the Accra prison there were 8 Togolanders out of a total of 3,589 inmates. Corporal punishment could be given in the prisons for offences committed against prison discipline, but the Mission was informed that, in fact, neither of the prisons it visited in the Territory possessed a cane or strap and that the punishment had not been given in the Kpandu prison for over four years and there were no cases of its having been given in the Yendi prison.

211. The Mission during its four days in Accra visited the Borstal School for young offenders (16-21). There were 195 boys in this school out of which 15 were from the Trust Territory. The Mission was very impressed by the enlightened methods used at this school. Every effort was made to help the boys become good citizens after they left the institution and they were taught to be blacksmiths, tailors, shoemakers and carpenters. The institution itself was very clean and well run and the Mission visited the classrooms and the living quarters and saw the boys drilling.
CHAPTER IV
EDUCATIONAL ADVANCEMENT

A. General

212. The first aim of the Accelerated Development Plan for Education adopted in 1951 was to provide a six year fee-free basic primary course for all children as quickly as possible and education accordingly became free in all junior primary schools as from January 1952. It is also hoped eventually to provide free education in the middle (senior primary) and secondary schools. The Mission noted that in certain instances the payment of fees was not always easy for the parents of the children attending these schools and hopes that middle schools and secondary education will be made free as early as possible.

213. The curriculum of the primary schools includes in the infant classes the speaking, reading and writing of the mother tongue, simple spoken English, number work, nature study, games, drawing, handwork and music. In the three upper classes the curriculum includes a further study of the mother tongue, arithmetic, handwork and for girls housecraft and civics. It was decided in 1951 to introduce English as the medium of instruction in the upper classes of the primary schools - in the first two years the vernacular would be used, the next two years would be transitional both the vernacular and English being used while in the last two years English would be the language of instruction. The Mission was informed at the Ministry of Education in Accra that the move for a more pronounced emphasis on the teaching and use of English had come from the African teachers and the people themselves. The teachers considered that too much emphasis on the vernacular was keeping the people back and that imperfect English kept pupils from entering secondary schools as soon as they might. Since 1940 the amount of English spoken and its quality had increased enormously especially in the Southern Section and much more reading was done. An added difficulty in using the vernaculars was that it was not always easy to reduce them into written languages.

214. A re-arrangement of the school system was also proposed under the new Plan so that eventually children would pass on from the primary schools either to
middle schools providing a practical four-year course or to secondary schools providing for a more academic course. Previously, entry to the secondary schools had been from the third or fourth year of the middle schools (or senior primary schools as they were then called). The Mission was informed, however, that it would not be possible fully to implement the promotion scheme whereby 75 per cent of the children would pass from the primary to the middle schools until the quality of the primary school course had been improved by a considerable increase in the number of trained teachers. In this connexion it has been decided, until sufficient teachers are trained, to recruit untrained teachers and the salaries of uncertificated pupil teachers were raised as from January 1952 from £42 per annum to £60 per annum.

215. Finally under the accelerated plan it was decided that the new local authorities would in time take over responsibility for the primary and middle schools which in the Southern Section of the Territory are at present mainly under the direction of religious bodies. There are no Government primary or middle schools in the Territory and the Administering Authority does not intend to open any since it believes that responsibility for such schools should rest with the local government bodies. Government grants-in-aid, however, are given to some of the schools. Previously there were three categories of schools: assisted, designated and non-designated. The first, upon reaching certain standards, received direct financial aid from the Government amounting to 80 per cent of the teachers' salaries, the second, whose teachers were largely untrained, received all possible aid from the Government short of the provision of funds, for example in certain cases trained teachers were provided. They also received aid from local authority funds. The third, mainly of a low standard, received only small allocations from local authority funds. At the end of 1951 there were 106 assisted, 79 designated and 153 non-designated primary and middle schools in the Territory. Under the accelerated plan there will be only two types of schools, assisted and unassisted. The first category will include all the assisted and designated schools and a few of the non-designated schools. Under the revised financial arrangements the Government will continue during 1953 to provide 80 per cent of the teachers' salaries in assisted schools, but
afterwards, when it is hoped the local authorities will have devised an adequate system of local taxes the contribution will drop to 60 per cent.

216. At the time of the Mission's visit in September 1952 there were 335 primary schools, 70 middle schools, one secondary school and two teacher training colleges in the Southern Section. The Mission recalls that in 1951, 62 per cent of the school-age children of this Section were attending schools; this percentage was presumably higher at the time of the Mission's visit since the Administering Authority informed the Mission that there had been an increase of children attending school with the introduction of fee-free primary education.

217. Almost all the schools in this Section are under the management of religious missions, the two most active being the Ewe Presbyterian and the Roman Catholic Missions, but control is exercised over the operation of the schools by the Education Department which is advised by the Central Advisory Committee and by the District Education Committees. The Mission in its meeting at the Ministry of Education and Social Welfare in Accra asked whether the decision taken in 1951 that the new local authorities would in time become responsible for the primary and middle schools meant in fact that it would become difficult for religious missions to open schools. It was informed that it was definitely the policy that in future the great majority of new schools would be under the management of the local authorities themselves but that it would be an extremely slow process taking over from the religious missions. The well run schools of these Missions in the south were greatly appreciated, but there had been a certain amount of criticism among the people that some of the mission schools were too authoritarian and a dislike of denominational schools had been expressed.

218. Members of the Mission visited three of the middle schools in this Section, one at Kete-Krachi and two at Anfoega. Seven teachers were in charge of the Kete-Krachi school which had 90 boarders (boys) and 5 day pupils (girls). The Mission was pleased to note that lessons in practical subjects were given and that there was a school farm and orchard where the children were given agricultural instruction. Fees in the school amounted to £6 per year for board and tuition and £0/-£. per year for tuition alone. The Mission was informed, however, that the parents of the children had difficulties in paying these fees and that very often payment was delayed.
219. Members of the Mission were taken to see the Anfoega Ewe Presbyterian and Roman Catholic middle schools by the Education Officer for the Southern Section and the Chairman of the Anfoega local council. The schools were not open at the time of its visit but the Mission noted that the Roman Catholic school was badly in need of repair and that the roof was in danger of falling in. The Mission considers that inquiries might be made into this school with a view to the necessary repairs being made.

220. Secondary education in the Southern Section is provided at the secondary boarding school at Ho and at secondary schools in the Gold Coast. The Mission visited the Ho school in September 1952. The temporary buildings which have been in use for the past three years since secondary education started to be given here were still in use, but the new school which is being built by the Government at a cost of £250,000 was almost completed and it was hoped that the students would be able to move into the new buildings by July 1953.

221. One hundred and fifty students were receiving instruction in the school and the Mission was informed that in 1951, 670 applications had been made for entrance into the school but only 60 were considered favourably, the majority of the others being rejected because of the lack of space. The school will provided for 500 students when the permanent buildings are completed. About two-thirds of the students come from Southern Togoland, the rest coming from the Gold Coast and in particular the Keta district. The tuition fee, with board, amounts to £49 per year. To obtain part of the necessary school fees students work if they so wish one hour a day on the school farm.

222. The Mission visited the temporary dormitories which it noted were very overcrowded and the library which still possesses few books. In the new school it noted that the classrooms were quite large and was informed that they were meant to accommodate 30 students.

223. It is also planned to open another secondary school at Kpandu. The Mission notes, however, that the establishment of this school has been under consideration since the first Mission's visit and expresses the hope that it will not be too long before the plans are put into practical operation.

224. There is also a "private" secondary school, the "Togo Academy" in this Section at Ve Koloenu which was visited by members of the Mission. The
principal of the school stated that it was established five years ago and that Ewe, English, French, German, Latin and commercial subjects were taught. There were 52 students in the school, most of the students being between 17-25 years.  

225. The Mission received no further information on the quality of instruction in this school, but it was impressed by the Principal's enthusiasm, by the fact that the students were adults who appeared to be anxious to obtain instruction and by the fact that the school was spontaneously established, being the only "private" educational establishment in the Territory. The Mission considers that the Administering Authority might make further inquiries into the operations of this school with a view to guiding its activities so that the time and energy of the students might be properly employed.  

226. The Mission visited both of the two-year teacher training schools in the Southern Section located at Amedzofe (for men and women) and at Gbi-Bla - Hohoe (for men only). Training at these schools qualifies students for employment in primary schools. Nine teacher-training colleges are also open to students from the Territory in the Gold Coast which train students for employment in either primary or middle schools; 104 students from the Territory were enrolled in these colleges at the end of 1951.  

227. The Mission visited the Amedzofe College in September and there were at that time 124 students enrolled in the College some of whom came from the Gold Coast. Forty-eight of the students were women and 76 men, most of them being Ewes. The first buildings of this College were put up by the Germans, but they are now used as a theological seminary as new buildings were opened in 1946. The Mission was pleased to note that all the staff of this College which is situated in very pleasant surroundings were Africans.  

228. The St. Francis teacher-training college at Gbi-Bla (Hohoe) was completed in 1947 at a cost of over £60,000. Eighty-two students were in residence at the time of the Mission's visit, but it was hoped to enlarge the school in 1953 to accommodate about 120 students. The College has 12 dormitories, 6 classrooms and an Assembly Hall. The school, the Mission noted, was very well organized.  

229. It is proposed that a third teacher-training college will eventually be situated in the Southern Section in the Aman-Enum district.
230. In the Northern Section of the Territory there were 12 schools at the time of the Mission's visit all of which were junior primary schools except the boys' boarding middle school at Yendi. All the schools are local government schools financially assisted by the Government. To open a new school the approval of the Governor is required on the recommendation of the Director of Education at Tamale. Middle school education is also available to children of the Section at the Government Girls' School and the Government Boys' School at Tamale and the local authority school at Nalerigu. Secondary classes were also started in 1951 by the Education Department at Tamale and are open to boys from the Northern Section. At the end of 1951, 556 children were attending schools in this Section, 480 boys and 76 girls; this represents less than 2 per cent of the children of primary school-going age.

231. The lagging behind of educational development in the Northern Section has been commented upon by the Trusteeship Council in the past and, at its eleventh session, the Council noted with particular concern the continuing disparity between the facilities in the Southern Section and the Northern Section. The Administering Authority has stated that it is true only in a quantitative sense that education is still backward in the Northern Section, the important point being that progress is being made according to a plan which provides for the maximum progress that is practicable. It has also emphasized that advance in the North must primarily depend on the employment of teachers born in the area because these teachers should be able to give instruction in the local vernaculars. For this reason teachers cannot be recruited from the South where the vernaculars are different.

232. There are no teacher-training colleges at present in the Northern Section, but students from the North attend the Tamale teacher-training college which was opened in 1945 and provision has been made for the opening of a new Government teacher-training school at Pusiga within the Trust Territory itself. At the time of the Mission's visit there were 113 students in residence at the Tamale school, four of whom were from the Trust Territory.

233. The Mission notes that in 1950 there were 15 teachers in the Northern Section, in 1951 24 teachers and that at the time of its visit four students
from the Trust Territory were in training at the Tamale teacher-training school. In 1950, there were eight schools, in 1951, 11 schools and in August 1952, 12 schools, only one of which was a middle school.

In spite of these relative advances the Mission considers that much greater efforts will have to be made in this Section if education is to be measurably improved in the near future. The Mission recognizes that the main difficulty in carrying out such an expansion is the lack of qualified teachers from the area who would be able to give instruction in the local vernaculars but considers that with the present limited teacher-training facilities it will be some time before sufficient teachers are forthcoming.

The Mission further considers in this connexion that children of the Northern Section should not be denied education because of rigid adherence to the policy of teaching in the vernacular language during the first years of schooling and suggests that for the time being the Administering Authority investigate the possibilities of recruiting teachers for the area who would be able to give instruction in English. It recalls that Africans themselves have in some areas requested that greater emphasis be given to the teaching and use of English.

B. Technical education

Many of the communications received by the Mission raised the question of technical training and it was pointed out that in order to develop the Territory's economy trained technicians in adequate numbers were needed. The present facilities open to Togoland students were however, far from sufficient to produce such technicians.

As the Trusteeship Council is aware, the Territory itself possesses no facilities for technical education but technical secondary education is at present provided at four boarding schools in the Gold Coast, the Government Technical School at Takoradi and trade training centres at Aswansi, Mampong and Tamale. Courses at these schools cover four years and the trades taught are building, carpentry, joinery and mechanical engineering. The following are
the figures of Togoland students attending these schools in September 1952:

<table>
<thead>
<tr>
<th></th>
<th>Indigenous to Northern Togoland</th>
<th>Indigenous to Southern Togoland</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government Technical School, Takoradi</td>
<td>3</td>
<td>14</td>
</tr>
<tr>
<td>Trade Training Centre, Asuansi</td>
<td>-</td>
<td>10</td>
</tr>
<tr>
<td>Trade Training Centre, Mampong</td>
<td>17</td>
<td>-</td>
</tr>
<tr>
<td>Trade Training Centre, Tamale</td>
<td>8</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>28</td>
<td>24</td>
</tr>
</tbody>
</table>

238. Proposals for future technical training include the establishment of technical institutes which will be established in urban centres, namely in Accra, Sekondi, Takoradi and Kumasi. They will be supplemented by mobile training units for the improvement of artisan standards in other areas.

239. Advanced technical and technological education will be provided at the Kumasi College of Technology.

C. Higher education

240. Facilities for university education are provided for students from the Territory at the University College of the Gold Coast which is at present housed temporarily in buildings which were previously used for the Post-Secondary Department of the former Achimota College and school and the Achimota Teacher-Training College. The permanent buildings of the college will be built on Legon Hill, a site of five square miles, eight miles north-east of Accra.

241. The first hall of residence was almost completed at the time of the Mission's visit and it was proposed to take students into residence there in October 1952. The ultimate plan is for the University College to provide for 4,000 to 5,000 students, the immediate objective is for about 800 students by 1956.

242. The College has been admitted to a special relationship with the University of London and under this scheme the College is permitted to propose modifications to the relevant University of London syllabuses to suit local needs while its

1/ Students of Togoland birth or of parents at least one of whom was born in Togoland.
undergraduates are prepared for the University of London degrees.

243. Degree courses are provided for Honours, Special and General London University degrees in Arts, Science, Divinity and Economics while graduate students and full-time teaching officers of the College may register for the degree of Doctor of Philosophy of the University of London. For those wishing to obtain additional qualifications in education two courses are available at the Institute of Education. One is the normal post-graduate course for practising teachers leading to the Associateship Certificate of the Institute of Education.

244. To finance the College an initial grant of £896,000 was made by the Gold Coast Cocoa Marketing Board and a further one million pounds was guaranteed by the Gold Coast Government. Subsequently, the Marketing Board granted a further million pounds for the establishment of a Department of Agriculture and the associated science departments. The Government grant was also increased to £1,100,000 and a grant of £400,000 for non-recurrent purposes has been promised by the Colonial Development and Welfare Fund.

245. The recurrent expenditure of the College is met almost entirely from a Government grant assessed quinquennially but paid annually. For the first five years, 1948/53, the grant was originally to have been £100,000 per annum, but with the expansion of the College, the grant was reviewed and for the last three years has been fixed on a sliding scale, i.e.

- 1951/52 - £265,000
- 1952/53 - £359,000

246. The only other source of revenue for recurrent expenditure is students' fees at £100 per annum and temporarily dividends on the investment of funds not immediately required for the new building programme. The house rents are a further small source of income.

247. The Mission notes with satisfaction that at the time of its visit there were, according to the Administering Authority, 37 students from the Trust Territory attending the College as compared with 18 at the end of 1951. All these students with the exception of three were Ewes.

248. The College itself is an outstanding educational establishment, the standards of instruction maintained there are very high and the teaching staff is of the best. The Mission also noted with appreciation the splendid library which the College possesses and the University bookshop attached to the library.
249. The College maintains a department of extra-mural studies. The adult students for whom the department caters belong to a voluntary movement, the People's Educational Association and the department's main work has been to provide regular systematic courses of study for groups of adults throughout the Gold Coast and the Trust Territory following a prepared syllabus for 12 or 24 weeks. Courses of lectures and discussions deal with such subjects as economics, local government, political theory, language and everyday life, social institutions, music, history, industrial relations and technical development.

250. The Department issues syllabuses to all regular students designed for study and reference throughout the course and containing a list of books recommended by tutors for further reading. Book boxes are supplied to each class from the special extra-mural library.

D. Scholarships

251. The Administering Authority informed the Mission that now the University College of the Gold Coast is expanding rapidly it is the policy of the Government for scholars engaged in higher studies to be sent there whenever appropriate courses are available since this costs less than sending students overseas and the funds available will accordingly provide more scholarships. Similarly, with regard to overseas education, it is less costly to maintain scholars in the United Kingdom than in the Universities of North America.

252. Many communications were received by the Mission concerning education in general, but one of the matters which received proportionally more attention in these communications was that there should be increased provision made for Togoland students to receive scholarships. It was further claimed that the Administering Authority discriminated against Togoland students and that the scholarships available were if possible always given to Gold Coast students. The Administering Authority informed the Mission that students from the Trust Territory compete with students from the Gold Coast for scholarships on exactly the same basis and at the time of the Mission's visit the Government scholarships held by Togoland students were as follows:
At universities in the United Kingdom 7
At University College of the Gold Coast 6
In sixth forms at secondary schools in the Gold Coast 5
In Paris (Joint British and French Togoland Scholarships Scheme) 4
Total 22

253. The Mission has no reason to suppose that Togoland students are discriminated against in the provision of scholarships but the number of scholarships held by Togoland students appears to the Mission to be very low in view of the Territory's need for trained leaders in all spheres of its development. The Mission considers therefore that the Administering Authority might consider finding ways and means of increasing the number of these scholarships.

E. **Mass education**

254. Much emphasis has been placed by the Gold Coast Government in its development schemes on the principle of "self-help" by the people of the Gold Coast and the Territory and the main aim of one of the sections of the Department of Social Welfare and Community Development - that dealing with mass education and community development - is to inspire in the people of the rural villages an active interest and participation in schemes for local improvement.

255. Experiments in mass education were carried out in the Southern Section of the Territory starting in 1948 and in 1949 they were extended throughout the area and joint British and French teams worked in Palime and Blitta in Togoland under French administration. The first Visiting Mission was impressed with the experiments it saw and expressed the hope that the start which had been made would lead to mass education programmes on the widest possible scale. At the time of the first Mission's visit to the Territory the general method of operation was to conduct short courses by mobile teams in outlying rural areas for the more educated leaders of the communities. These courses consisted of the teaching of mass literacy techniques, first aid, hygiene, music, discussion group work, village drama, physical recreation, civics and women's
courses. The voluntary leaders then worked in the villages and though no priority had been given in their courses to literacy, this proved to be the most popular form of social service they were able to perform.

256. In August 1951, however, a more complete plan for mass education and literacy was adopted by the Gold Coast Legislative Assembly. Though the previous experiments were considered valuable, the pace at which they would be likely to have any widespread effect on the rural communities was considered not fast enough by the Gold Coast Government and an extension of the work within the shortest possible time was planned.

257. This involved first of all recruiting and training additional mass education staff and it was decided that this should be done on a regional basis. The Northern Section of the Trust Territory falls into the Northern Territories region with headquarters at Tamale (outside the Territory) and the Southern Section into the Trans/Volta-Togoland region with headquarters at Ho. To head the departmental staff on the regional level a Community Development Officer was posted to each of the regions. Under these officers were to serve mass education officers, assistant mass education officers and mass education assistants. A nucleus of staff already existed in the Southern Section in that four trained assistant mass education officers had already been posted there in 1950 to follow up the work of the mobile teams. Since the mass education and community development work was to be carried out on a regional basis, the training of assistant mass education officers and mass education assistants was carried out in regional Rural Training Centres, one of which was established at Ve Koloenu in the Southern Section of the Territory to serve the Trans/Volta-Togoland region and one at Tamale to serve the Northern Territories region including the Northern Section of the Territory. Recruiting began in the Trans/Volta-Togoland region at the end of 1951. The selected candidates reported to their regional rural training centre in January 1952 for a five-month training course the objective of which was, according to a directive issued by the central office, (a) to explain the meaning of community development, the work of the local development committees and the development plans operating in the area; (b) to make each student an expert in the Laubach method of teaching
illiterates; (c) to teach propaganda techniques for demonstration purposes including the use of village drama, physical training displays and visual aids; and, (d) to give each student practice in the techniques of informal adult education and to demonstrate a pattern - propaganda-work - informal education - village improvement.

258. The training course in the Trans/Volta-Togoland region was completed at the end of May 1952. During its visit to the regional office in Ho in September 1952, the Mission was informed that 58 candidates had been trained, 32 of whom would serve in the Trust Territory itself. Out of the 58 trained, 15 men and one woman were Togolanders. The Mission was further informed that in spite of the training programme the number of trained staff was still not sufficient.

259. In the Northern Territories mass education work was started in December 1950 and during 1951 the main effort was directed to the recruitment of staff and the building of the rural training centre. At the time of the Mission's visit in August 1952 the staff consisted of the regional Community Development Officer (who was, however, absent from Tamale as he was visiting the United Nations Educational, Scientific and Cultural Organization training centre in Patzcuaro, Mexico, and other training centres in the United States of America), a senior mass education officer and about 40 Africans who had been trained at the rural training centre. The standard required for candidates for mass education assistants in the Northern Territories is lower than in the South as the majority of the villages have scarcely a single member of the community who knows how to read or write.

260. In the plan for mass education and literacy adopted by the Legislative Assembly in August 1951, special prominence was given to a campaign to make people literate in their own vernaculars. The reasons for placing priority on this campaign, which was not considered as an isolated campaign, but part of the continuing programme of mass education and community development were that the attainment of literacy makes people aware of the need for social and economic improvement; that in the particular political and constitutional position of the Gold Coast (and the Trust Territory) it was of increasing importance that the electorate should become literate; that literacy should
reduce the risks of the skills and knowledge acquired in school from fading out in the home surroundings and should lessen the common expectation that even elementary education must necessarily lead to "white collar employment"; and it should diminish the undesirable social distinction growing up between "educated" and "illiterate" classes in the community.

261. It was impossible, the Mission understands, to train staff and organize the campaign for the whole of the Gold Coast and the Trust Territory at once and it was decided to start in those regions where some work had already been done. The Trans/Volta-Togoland region was one of these regions. It was also decided that most of the actual direct teaching would be done by voluntary leaders and not by government officers. The mass education staff would train local voluntary leaders in the Laubach method of teaching literacy and then organize them into groups for work in the various villages. In order to get enough voluntary workers, a wide publicity campaign was necessary. As an inducement to voluntary service it was decided to award a badge to successful voluntary teachers indicating the number of illiterates who had been taught. The badge was given considerable publicity through the medium of illustrated advertisement in the local press and the slogan used in connexion with the campaign was "Literacy for Progress". Certificates were to be awarded to literates who had passed the Gold Coast Literacy test in "reading and writing with comprehension". This was interpreted as the ability to read from vernacular newspapers or vernacular books and to take down simple sentences from slow dictation. The standard set, the Mission was informed, was higher than the standards set for literacy by United Nations Educational, Scientific and Cultural Organization. As part of the preparation for the campaign, letters were also sent to all Churches, political parties and other voluntary organizations, publicizing the literacy campaign and asking for voluntary leaders to come forward and assist. The Vernacular Literature Board was responsible for producing the primers and graded readers for the campaign.

262. The training of mass education staff in the Southern Section was, as noted above, completed at the end of May 1952. The literacy campaign was formally launched by the Minister of Education and Social Welfare on 3 June 1952 and during the following months the mass education staff was engaged in promoting the campaign and giving courses for the voluntary leaders, who in their turn conducted literacy classes in their villages.
263. The first examinations of new literates were to be held in September and October 1952. At the time of the Mission's visit to the headquarters of the Trans/Volta-Togoland region in September, literacy classes had been established in 429 villages, the number of voluntary leaders registered was 2,141 and the number of learners registered 25,652.1 The Mission saw some of the literacy classes and was much impressed by the Laubach method of teaching literacy and by the enthusiasm of the adult pupils. It also noted that there appeared to be more women than men in the classes.

264. It is proposed that each year a similar concentrated campaign against illiteracy, lasting for about three months, will be conducted for the next four or five years until the majority of the village people are literate.

265. The Mission considers that the Administering Authority and the mass education staff deserve special commendation for this campaign which succeeded in drawing into community service many voluntary workers from all walks of life - school teachers, local government officials, farmers, young men and women - in fact everyone who was literate and ready to give voluntarily of his free time to help those not as well educated as himself. The Mission fully agrees with the considerations which prompted this campaign and hopes that the similar campaigns which are to be conducted in future will meet with the same success as the first one.

266. The mass education staff of the Northern Region stationed at Tamale have not as yet worked in the Trust Territory itself. However, it may be of interest to report on what the Mission learned at the Tamale regional centre as similar work will in future be extended to the Northern Section of the Trust Territory. The Northern Territories are much behind the South in education and there is not a large educated class from which voluntary leaders can be recruited for literary work and for this reason the literary campaign as such was not, as noted above, extended to this region. The mass education staff have, however, undertaken direct teaching of literacy classes to produce their own literates and at the time of the Mission's visit the staff of 40 which is divided into three language groups had worked in six areas.

267. The most impressive achievements, however, which the Mission itself saw during its visit and which had been put into motion by the mass education staff were two "projects" in Tampiong and Nanton, villages about 20 miles from Tamale.

1/ Figures for the Southern Section of Togoland alone not available.
In Tampiong the inhabitants, with the help of the Rural Water Development office and the Department of Agriculture had built a dam in formerly useless bottom lands for the growing of rice. Nine acres of land were under cultivation at the time of the visit. The rice was to be used partly by the village (300 people, and partly to be sold to obtain funds for further development. The chief of the village and his people, who accompanied the Mission on a visit to the dam were obviously very enthusiastic about the project. A similar scheme had also been carried out in Nanton where 9 to 12 acres were under cultivation. The method of work of the mass education staff is to choose a community thought likely to be receptive to community development and first talk to the people telling them that the various departments of the administration (education, health, rural water supply, agriculture etc.) will be willing to help them raise their standard of living if the people are ready to co-operate.

268. The Mission, as well as seeing the successful projects in the two villages just mentioned, also passed through a village where it was informed that an attempt had been made to start a similar community project. The people had, however, failed to show any response and the village was therefore passed over.

269. The Mission hopes that the work being carried out by the mass education staff of the Tamale centre in teaching illiterates and in sponsoring community projects will as soon as possible be extended to the Northern Section of the Trust Territory. The Regional Community Development Officer was absent during the Mission's visit as noted above, but the Mission had a very fruitful discussion with the senior mass education officer. The enthusiasm and devotion to work of this officer was very evident as was his knowledge of the lives, needs and aspirations of the people among whom he worked.
270. The Visiting Mission was instructed by its terms of reference to examine, in consultation with the Administering Authorities, the measures taken and to be taken in respect of the provision of information about the United Nations to the peoples of the Trust Territories; it was also instructed to ascertain what would be the most suitable form in which such information should be given.

271. The local Administration of Togoland under United Kingdom administration informed the Mission by letter of 24 November 1952 in response to inquiries made by the Mission on this matter, that the official records of the Trusteeship Council were not generally suitable for the ordinary reader. For such readers summarized accounts such as those to be found in the United Nations Bulletin were considered more suitable. The Administration stated that the official records might more appropriately be sent to government offices and institutions with reference libraries and indicated how the thirty copies of these records being received, which it considered sufficient, should be dispatched.

272. It also informed the Mission that the Gold Coast Government had voted £300 for the purchase and distribution of additional information. The main channel of distribution to the general public in the Trust Territory was through the Togoland United Nations Association at Ho. Distribution to educational institutions was through the Department of Education and to the Press through the Director of Information Services.

273. Elementary information about the United Nations was introduced in the later stages of primary schools and continued in a more advanced form in middle schools. Teacher-training colleges and the secondary school at Ho provided their own instruction based on material sent to them. Students at the mass education courses were not at an advanced enough level to absorb information about the United Nations, but the People's Education Association had held one popular seminar at Kpandu on the Trusteeship System and would arrange more such instruction if there was a sufficient demand. There were no broadcasting stations situated in the Territory but the Government station ZOY in Accra could readily be picked up there. Two radio diffusion systems and three radio kiosks were in operation and more were planned.
274. United Nations broadcasting material and programmes from the United Nations Station had not been employed, but a number of features about the United Nations had been broadcast and United Nations news featured in the locally prepared news bulletins which were broadcast in six vernacular languages.

275. Examples of the material put out by the Information Services Department on the United Nations and trusteeship matters as they affected Togoland was contained in the following statistics:

- Press releases issued in 1952 since February: 27
- News items broadcast over station ZOY during the same period: 41
- Radio talks during the past 18 months (including two by the special representative for Togoland): 3
- Insertions in the Gold Coast Review since the beginning of 1952:
  - Articles: 38
  - Pictures: 8

276. Thirteen film strips were held by the Information Services Department Cinema Section and were loaned to educational establishments and anyone wishing to show them.

277. 3,823 United Nations publications had been distributed by the Information Services Department since March 1951 (the proportions to the Gold Coast and the Trust Territory were not however available). In addition during the past six months some 200 United Nations posters had been distributed.

278. Photographs received of persons or events immediately concerned with Togoland e.g. the Trusteeship Council in session, the members of the Visiting Missions etc. were of great interest and received wide publicity and the supply of these should be continued. Other photographs were of decreasing interests as their subjects were less closely connected with Togoland.

279. The two main libraries in Accra - the Aglionby library and the University College library received issues of the official records.

280. The Mission during its visit throughout the Territory noted that United Nations posters were prominently displayed in the schools. The political leaders and more educated people, especially in the Southern Section appeared to have a good understanding of the United Nations and a familiarity with its work, particularly the Trusteeship Council. Many references were
also made in the communications received by the Mission to the debates in the Trusteeship Council and in the Fourth Committee of the General Assembly. While in Ho the Mission visited the United Nations Association which distributes the material it receives through its branches in Amedzofe, Vakpu, Kpandu, Nkunya, Anfoega, Kadjebi, Jasikan and Borada.
### ANNEX I

#### ITINERARY

<table>
<thead>
<tr>
<th>Date (1952)</th>
<th>Place</th>
<th>Description</th>
<th>Distance covered</th>
</tr>
</thead>
<tbody>
<tr>
<td>25 August</td>
<td>Accra</td>
<td>Arrived by plane from Lomé (Togoland under French administration) Meeting with H.E. the Governor, the Prime Minister and the Minister of Defence and External Affairs. Reception by H.E. the Governor</td>
<td>110 miles</td>
</tr>
<tr>
<td>26 August</td>
<td>Accra</td>
<td>Visited telecommunications engineering school, police training depot, University College, Borstal Institute for Boys, Accra Prison and Warders Training Centre. Meeting with representatives of Cocoa Marketing Board. Press Conference. Oral hearings with the working Committee of the All Ewe Conference and Mr. Quashie, representative on the Legislative Assembly. Reception by the Prime Minister.</td>
<td>59 miles from Accra</td>
</tr>
<tr>
<td>27 August</td>
<td>Accra</td>
<td>First Group: Meeting with Permanent Secretary and Director of Agriculture. Visited local government training institutions.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Tafo</td>
<td>Second Group: Visited West African Cocoa Research Institute.</td>
</tr>
<tr>
<td></td>
<td>Accra</td>
<td>Meeting of all members with Permanent Secretary and Director of Education, Minister of Local Government and Minister of Commerce and Industry</td>
<td></td>
</tr>
<tr>
<td>Date</td>
<td>Place</td>
<td>Description</td>
<td>Distance covered</td>
</tr>
<tr>
<td>------------</td>
<td>------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>------------------</td>
</tr>
<tr>
<td>23 August</td>
<td>Accra</td>
<td>Left Accra for Tamale.</td>
<td></td>
</tr>
<tr>
<td>23 August</td>
<td>Tamale</td>
<td>Meeting with Acting Regional Officer of the Northern Territories Region and other officers of the administration. First Group: Visited Tamale hospital, Medical training school, girls middle school, teacher-training college, and mass education training centre.</td>
<td>269 miles from Accra</td>
</tr>
<tr>
<td></td>
<td>Nyankpala</td>
<td>Second group: Visited experimental and demonstration agricultural station.</td>
<td>10 miles from Tamale</td>
</tr>
<tr>
<td>25 August</td>
<td>Tamale</td>
<td>First group: left Tamale for Gambaga. Meeting with Paramount chief of the Mamprusis, local chiefs and people and with members of the Nalerigu local council.</td>
<td>105 miles from Tamale</td>
</tr>
<tr>
<td></td>
<td>Nalerigu</td>
<td></td>
<td>15 miles from Nalerigu</td>
</tr>
<tr>
<td></td>
<td>Nakpanduri</td>
<td>Meeting with members of the Nakpanduri local council. Visited primary school and dispensary. Arrived Gambaga. Visited new hospital. Returned to Tamale because of impossibility of reaching Bawku due to heavy rains making the road impassable.</td>
<td>20 miles from Nakpanduri</td>
</tr>
<tr>
<td></td>
<td>Tamale</td>
<td>Second group: Left Tamale for Bawku.</td>
<td>100 miles from Tamale</td>
</tr>
<tr>
<td>30 August</td>
<td>Gambaga</td>
<td>First group: Visited post office. Inspected radio diffusion sets. Left for Tamale.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Tampiong</td>
<td>Second group: Visited Tampiong and Nauton centres of community development.</td>
<td>20 miles from Tamale</td>
</tr>
<tr>
<td></td>
<td>Nauton</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Tamale</td>
<td>Meeting of all members of Mission with Acting Chief Regional Officer.</td>
<td></td>
</tr>
<tr>
<td>31 August</td>
<td>Yendi</td>
<td>Left Tamale for Yendi. Meeting with Ya Na, paramount chief of the Dagombas, sub-chiefs, elders and people of Yendi.</td>
<td>64 miles from Tamale</td>
</tr>
<tr>
<td>Date</td>
<td>Place</td>
<td>Description</td>
<td>Distance covered</td>
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<td>------------</td>
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<td>-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
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</tr>
<tr>
<td>1 September</td>
<td>Yendi</td>
<td>Meeting with District Commissioner. First group: Visited Yendi hospital and leper settlement. Second group: Visited Yendi Prison. Meeting of all members of Mission with Yendi local council.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Saboba</td>
<td>First group: Visited Saboba in response to written communication</td>
<td>35 miles from Yendi</td>
</tr>
<tr>
<td></td>
<td>Yendi</td>
<td>Second group: Visited Yendi forestry station, water supply pump and infant boarding primary school.</td>
<td></td>
</tr>
<tr>
<td>2 September</td>
<td>Yendi</td>
<td>Left Yendi for Kete-Krachi</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Bimbilla</td>
<td>Meeting with Bimbilla Na, paramount chief of the Nanumba tribe, sub-chiefs and people of the area. Meeting with members of the Nanumba District Council. Visited primary school and health centre.</td>
<td>45 miles from Yendi</td>
</tr>
<tr>
<td></td>
<td>Kpandai</td>
<td>Meeting with members of Alfai local council and people of the area. First group: oral hearings. Second group: Visited primary school.</td>
<td>28 miles from Bimbilla</td>
</tr>
<tr>
<td></td>
<td>Kete-Krachi</td>
<td>One member: Visited local authority middle school. Other members: Meeting with Krachi Wura, sub-chiefs, members of the local council and people of the area.</td>
<td>50 miles from Kpandai</td>
</tr>
<tr>
<td>3 September</td>
<td>Kete-Krachi</td>
<td>Left Kete-Krachi for Kpandu.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Wurupong</td>
<td>Oral hearing with representatives of Convention People's Party.</td>
<td>63 miles from Kete-Krachi</td>
</tr>
<tr>
<td></td>
<td>Ahenkro</td>
<td>Oral hearing with representatives of Convention People's Party</td>
<td>5 miles from Wurupong</td>
</tr>
<tr>
<td></td>
<td>Kpandu</td>
<td>Attended mass meeting with members of the Togoland Congress. Oral hearings. First group: Meeting with members of Akpini local council, oral hearing with five Kpandu sub-chiefs. Second group: oral hearing of other sub-chiefs. Visited Kpandu Health Centre and Mass Education Centre.</td>
<td>9 miles from Ahenkro</td>
</tr>
<tr>
<td>Date</td>
<td>Place</td>
<td>Description</td>
<td>Distance covered</td>
</tr>
<tr>
<td>--------------</td>
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<td>-----------------------------------------------------------------------------</td>
<td>-------------------</td>
</tr>
<tr>
<td>4 September</td>
<td>Akuome</td>
<td>Meeting with members of the Anfoega local council and representatives of the Anfoega Duonenyo Organization.</td>
<td>10 miles from Kpandu</td>
</tr>
<tr>
<td></td>
<td>Wakpo-Afeye</td>
<td>First group: Meeting with Ablode local council.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Anfoega</td>
<td>Second group: Visited Ewe Presbyterian and Roman Catholic middle schools in Anfoega.</td>
<td>8 miles from Kpandu</td>
</tr>
<tr>
<td></td>
<td>Dafo</td>
<td>All members visited Preventive Station and interviewed collector of customs. Oral hearing with people of the area.</td>
<td>15 miles from Kpandu</td>
</tr>
<tr>
<td></td>
<td>Ve Koloenu</td>
<td>Visited rural training centre. First Group: Visited Ziga pottery works. Second Group: Visited Togo Academy.</td>
<td>8 miles from Dafo.</td>
</tr>
<tr>
<td></td>
<td>Hohoe</td>
<td>First group: Visited Hohoe Hospital, agricultural office, labour office. Second group: Visited water supply plant, teacher-training college and radio diffusion centre. Meeting of all members with chiefs and elders of the Gbi Division and with five chiefs from Togoland under French administration. Returned to Kpandu.</td>
<td>8 miles from Ve Koloenu</td>
</tr>
<tr>
<td>5 September</td>
<td>Jasikan</td>
<td>Visited Child Welfare and Maternity Clinic Meeting with chiefs and elders of the Buem Native Authority. Meeting with other chiefs of the area.</td>
<td>42 miles from Kpandu</td>
</tr>
<tr>
<td></td>
<td>Mempeasan-Dodi</td>
<td>Visited Northern Trans/Volta-Togoland marketing co-operative.</td>
<td>21 miles from Jasikan</td>
</tr>
<tr>
<td></td>
<td>Ahamansu</td>
<td>Meeting with Ahamansuhene and Papasehene.</td>
<td>6 miles from Mempeasan-Dodi</td>
</tr>
<tr>
<td></td>
<td>Kadjebi</td>
<td>Visited Preventive Station. Oral hearing with Vice President of Kadjebi Co-operative Society. Meeting with members of Buem Akan local council. Returned to Kpandu.</td>
<td>20 miles from Ahamansu</td>
</tr>
<tr>
<td>Date</td>
<td>Place</td>
<td>Description</td>
<td>Distance covered</td>
</tr>
<tr>
<td>--------------</td>
<td>------------------------</td>
<td>------------------------------------------------------------------------------</td>
<td>------------------</td>
</tr>
<tr>
<td>6 September</td>
<td>Kpandu</td>
<td>First group: Oral hearing with Executive of Southern Togoland Branch of Convention People's Party. Visited Kpandu prison.</td>
<td>27 miles from Kpandu</td>
</tr>
<tr>
<td></td>
<td>Kpeve</td>
<td>First group: visited Kpeve agricultural station. Left for Ho.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Kpandu</td>
<td>Second group: Left Kpandu. Visited Vane. Meeting with chiefs of the area and Vane weaving industry.</td>
<td>26 miles from Kpandu</td>
</tr>
<tr>
<td></td>
<td>Vane</td>
<td>Second group: Visited teacher training college. Oral hearing.</td>
<td>3 miles from Vane</td>
</tr>
<tr>
<td></td>
<td>Amedzofe</td>
<td>Second group: Meeting with Yingor local council.</td>
<td>8 miles from Amedzofe</td>
</tr>
<tr>
<td></td>
<td>Ho</td>
<td>Arrived Ho.</td>
<td>25 miles from Kpeve.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>15 miles from Amedzofe</td>
</tr>
<tr>
<td>7 September</td>
<td>Ho</td>
<td>Rest day.</td>
<td></td>
</tr>
<tr>
<td>8 September</td>
<td>Ho</td>
<td>Visited Ho hospital, water supply office.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Meeting with members of Asogli local council.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Attended mass meeting organized by All-Ewe Conference.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>First group: Visited Social Welfare and Community Development Office.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Second group: Oral hearing.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Visited leper settlement, Ho secondary school, the education office and the United Nations Association.</td>
<td></td>
</tr>
<tr>
<td>9 September</td>
<td>Ho</td>
<td>Meeting with Acting Chief Regional Officer, Trans/Volta-Togoland Region.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Nyive</td>
<td>Oral hearing with local chiefs.</td>
<td>16 miles from Ho</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Interview with officer in charge of Preventive Station.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Crossed into Togoland under French administration.</td>
<td></td>
</tr>
</tbody>
</table>