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Visiting Mission to the
Trust Territories in West Africa

CAMEROONS UNDER BRITISH ADMINISTRATION:

SUMMARY OF CONDITIONS AND PROBLEMS RAISED

(Document Prepared by the Secretariat)

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

Certain of the problems mentioned are dealt with more fully in additional papers, to which references are made.

The additional papers relating to the Cameroons under British Administration are the following:

- Administrative and Fiscal Integration
with Nigeria -----TC/VM.1949/5
- Constitutional Developments Affecting
Nigeria and the Cameroons -----TC/VM.1949/6
- The Bakweri Problem and the Cameroons
Development Corporation -----TC/VM.1949/7
- Produce Marketing Methods -----TC/VM.1949/8
- Summary of Petitions and
Communications -----TC/VM.1949/9

I. GENERAL

1. Population

Factual Situation

The Cameroons under British administration is a narrow strip of land running about 700 miles along the eastern frontier of Nigeria from the shores of Lake Chad to the Atlantic Ocean. It is divided physically into two parts, separated by a break of some 45 miles north and south of the Benue River. There is no direct road between the two parts. Together they form the smaller portion of the former German colony of Kamerun, which was partitioned between the United Kingdom and France after the First World War.

Nowhere wider than 100 miles, the Trust Territory has a total area of 34,000 square miles. Its estimated indigenous population -- based on annual taxation records and not altogether reliable -- in the middle of 1948 was 1,027,100, divided almost equally between the southern and northern parts. In area, however, the southern part comprises nearly four-fifths of the Territory. At the same date there were 418 non-indigenous persons in the Territory, mostly British (267), Dutch (46), Swiss (42) and American (39). There are small ports at Victoria and Tiko, on the coast, but there are no large towns in the Territory. The Territory is largely mountainous.

The basis of economic life is agricultural and pastoral. Some minerals are known to exist, but no exploitation has yet taken place. The most important export production is centered in the south, where bananas and other crops are shipped from former German plantations now operated by a semi-government corporation, the Cameroons Development Corporation, and where a number of small indigenous cocoa farms exist.

The inhabitants stem from a number of different racial and tribal origins. The northern part is predominately Moslem. The principal tribes of the Territory are the Kanuri and the Chuwa Arabs in Dikwa Emirate, settled Fulani in the Adamawa area and nomad Fulani who wander with their cattle as far south as the Bamenda Division of the Cameroons Province. Tribal communities of Tikar and Chamba origin are also found

/ in Bamenda.

in Bamenda. Throughout the Territory there are village communities speaking semi-Bantu; and in the extreme south there are Bantu-speaking tribes including the Bakweri.

The Moslems of the north and the Tikar and Chamba communities of Bamenda have a highly organized centralized tribal organization recognizing the authority of the Emir of Dikwa, the Lamido of Adamawa and the Fons of Bafut, Bikom, Bansa and Bali. Elsewhere there is no clan organization and the political unit is the village or village group.

2. General Development: Differences between North and South

Factual Situation

Except in the far south, where European influence has been strongest and a predominant part in the economy is held by European-exploited plantations, the economic and social life of the Territory is under-developed. Differences between the southern and northern parts are marked, and are exemplified by the greater paucity in the north of educational and health facilities and communications, and by the large measure of reliance on subsistence farming.

Certain areas in the extreme northern tip of the southern segment, and more particularly in the northern segment of the Territory, have been declared "unsettled districts". They cover an area of 1,446 square miles, with a population of 150,871, or about one-seventh of the population of the Territory as a whole. Their administration differs in no way from that of the adjacent areas, but no persons are permitted to enter an unsettled district except natives of the district, public officers and persons authorized to do so. The reason for this restriction is that some of the inhabitants are still prone to indulge in inter-village affrays in the dry season and "to yield to violent impulses in the excitement of personal dispute".

The Administering Authority's conception of the future development of the Trust Territory, as expressed in the Annual Report for 1948 (p.149), is that the ultimate objective of self-government is impossible to achieve unless there is an economic foundation which will support the aspirations towards a higher standard of life and more ample educational facilities. Such a foundation does not yet exist. The more immediate aims are an overall expansion of educational facilities and an increase in the standard of living by improved methods of farming and stock-raising, the encouragement of rural industries, the control of marketing and stabilization of prices, the encouragement of cooperation and the introduction of a degree of industrialization. Attention is drawn to the remoteness of considerable areas of the Territory, the lack of road communications, world shortages of trained personnel and materials, and to the prevalence of a conservative attitude and ignorance on the part of the indigenous inhabitants in matters of agriculture, food and hygiene and in all factors affecting daily life.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, attention was drawn to the contrast in development between the northern and southern parts of the Trust Territory, and the apparently less intensive efforts expended by the Administering Authority in the north.

The Council, considering that the Northern Provinces were notably less developed than the Southern Provinces, recommended that the Administering Authority should take such measures as would rapidly develop the Northern Provinces.

During the examination of the report, attention was also drawn to the existence of unsettled districts and the restrictions on entry into them. The Council adopted no conclusion or recommendation.

II. POLITICAL

1. Administrative Integration (see also TC/VM.1949/5)

Factual Situation

Since the inception of the mandate, the Cameroons has been administered as an integral part of the adjoining British Colony and Protectorate of Nigeria. It has no legislative, administrative or budgetary autonomy, and possesses no separate administrative entity.

The Governor of Nigeria is responsible for the administration of the Cameroons, and the seat of government is at Lagos in Nigeria. Administrative and other government services in the Territory are not self-contained but are for the most part indistinguishable from those of Nigeria.

The Cameroons, for administrative purposes, forms part of the Northern and Eastern Provinces of Nigeria. Chief Commissioners, residing in Nigeria, are the principal executive officers of each group of provinces, with responsibility to the Governor. Each of the separate provinces is in the charge of a Resident, and comprises several divisions, each in the charge of a District Officer.

To take its place in this general administrative framework, the Trust Territory itself is divided into four main parts. The largest of these, at the extreme south, is the Cameroons Province, a self-contained administrative unit to the extent that it is a separate province, but administered as though it formed a province of the Eastern Provinces of Nigeria. Provincial Headquarters, under a Resident, are at Buea. The province is divided into four divisions -- Victoria, Kumba, Mamfe and Bamenda -- each under a District Officer.

Immediately to the north of the Cameroons Province is the small Tigon-Ndoro-Kentu area, administered as though it formed part of the Wukari Division of the Benue Province of the Eastern Provinces of Nigeria. None

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of the provincial or divisional officers are stationed in the Trust Territory.

Continuing north are two separated areas administered as though they formed part of the Adamawa (Emirate) Division, which in turn forms part of the Adamawa Province of the Northern Provinces of Nigeria. Headquarters of the Division are at Yola, which lies in the part of Nigerian Territory that separates the two segments of the Trust Territory.

The northernmost portion of the Territory, running up to Lake Chad, is the Dikwa Division of the Province of Bornu, another of the Northern Provinces of Nigeria. Divisional headquarters are at Bama in the Trust Territory, and Provincial headquarters at Maiduguri in Nigeria.

In recognition of the special position of the Cameroons as a Trust Territory, it was decided in 1948 to elevate the status of the Cameroons Province -- the southernmost part of the Trust Territory -- by placing it under a Commissioner instead of a Resident as previously, and by dividing it into two provinces, each in charge of a Resident. The senior officer will be named "Commissioner of the Cameroons", and will "travel" in the northern parts of the Trust Territory; but he will be responsible for the administration of the Cameroons Province only. He will be subordinate, as the Resident has been in the past, to the Chief Commissioner of the Eastern Provinces of Nigeria.

In addition to administrative integration, the Cameroons shares with Nigeria a common legislative and judicial system. Within the Trust Territory itself there are no legislative organs above the level of native administration. No separate budget is prepared for the Cameroons; government revenues accruing in the Territory are included, without distinction, in the budgets of Nigeria as a whole and of the regions, or groups of provinces, with which it is administered. The same applies to allocations for government services and public works in the Trust Territory.

Estimated figures of revenue from and expenditure in the Cameroons during the past five years are given in the Annual Reports for 1947 and 1948. It has been explained, however, that the system of accounting in Nigeria makes it impossible to extract from the general receipts and payments account of Nigeria figures which in any real sense represent actual revenue or expenditure in the Cameroons. (Report, 1947, p.35)

Integration with Nigeria also applies to a certain extent on the level of native administration, especially in the central parts of the Cameroons, in which certain parts of the Trust Territory are under the jurisdiction of Native Authorities whose headquarters are in Nigeria. (See below, 4. Native Administration)

Problems Raised

The Administering Authority has explained that the administrative integration of the Trust Territory with Nigeria has been carried out in accordance with Article 9 of the Mandate and with Section 5(a) of the Trusteeship Agreement. It considers that the arrangement has been inescapable for geographic and ethnical reasons, and that it has served the best interests of the Trust Territory, providing it with efficient and economical administration and with the benefits of a level of expenditure in all fields very much above that which could be supplied at present from its own resources. The Administering Authority considers that at the same time the distinctive character of the Cameroons as a Trust Territory has been preserved.

Nevertheless, doubts were raised in the Trusteeship Council at its fourth session as to the compatibility of the present form of integration with the provisions of the Charter and the Trusteeship Agreement, and the arrangement was the subject of study by the Council's Committee on Administrative Unions. The problems raised in this connection are dealt with in a separate paper (TC/VM.1949/5). In brief, they may be stated here as follows:

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

(b) Whether the extent of integration was such as in practice to amount to or tend towards annexation of the Territory and the loss of its separate status as a Trust Territory, and

(c) Whether the integration freely permitted the development of the Trust Territory in accordance with Article 76 of the Charter, or whether in fact development in some or all fields was being neglected or hindered by the administration of the Territory as segments of administrative areas of Nigeria.

In a recommendation adopted during its fourth session, the Council expressed concern over the difficulty in performing its supervisory functions, arising from the fact that the Trust Territory had been integrated for administrative purposes into different administrative divisions and sub-divisions of Nigeria, and from the fact that the integration was so carried out that even on the lowest levels of administration certain portions of the Territory were being administered by Native Authorities with seats outside the Territory, with the result that there was no legislative, judicial or budgetary autonomy in the Territory and consequently no adequate figures and data which would enable the Council to appraise its exact status or situation.

The Council recommended that, pending a final solution of the question of these administrative arrangements, the Administering Authority should review the situation and take steps or institute measures such as budgetary autonomy for the Territory, which would enable the Council better to

/ perform the

perform the duties and functions vested in it by the Charter. The Council also requested that the Administering Authority should include in future annual reports precise and separate data on all common services.

2. Organs of Government

Factual Situation

No territorial or regional organ, of a legislative or advisory character, exists in the Trust Territory. There is one Executive Council and one Central Legislative Council for the whole of Nigeria and the Trust Territory. The Cameroons is not directly represented in either body, but since its various parts fall administratively under the Eastern and Northern Provinces of Nigeria it is represented on Nigerian regional organs which have been established for these groups of provinces and to which certain advisory and financial powers are delegated.

The Nigerian Executive Council, a mainly advisory body, consists principally of senior Government officials; it has four appointed unofficial members, of whom two were Africans in 1948.

The legislative system has to some extent been decentralised by the establishment (in 1946) of a Regional Council in each of the three regions into which Nigeria with the Cameroons is divided. Each council has an unofficial and African majority, the African members being elected from provincial meetings of representatives of the Native Authorities. The Regional Councils are still in their infancy; their main functions are the consideration of the annual estimates of expenditure in the respective regions and the consideration of all legislative proposals before their introduction into the Legislative Council.

The two Regional Councils whose area includes parts of the Cameroons are a two-chamber council (House of

Chiefs and House of Assembly) in the north, and a House of Assembly in the east. The Emir of Dikwa, by virtue of his status as a first-class chief, is a member of the House of Chiefs in the Northern Regional Council. To the Eastern Council, the Cameroons provincial meeting sent two members: Mr. J. Manga Williams, O.B.E., president of the Victoria Federated Council, and Galega, the Fon of Bali.

The Regional Councils appoint a number of African members to the Central Legislative Council at Lagos, but none of the Cameroons representatives has thus far been appointed. Before the reform of the constitution and the creation of the regional system in 1946, Mr. Manga Williams was an appointed member for the Cameroons on the Legislative Council. An African of about 75 years of age, he has a record in native administration affairs dating from the German regime. He is now also a member of the board of the Cameroons Development Corporation.^{1/}

The present Legislative Council consists of the Governor as president, 13 official members and 28 unofficial members. Eighteen of the latter are elected by the unofficial members of the Regional Councils from among their members, four are elected by voters in the towns of Lagos and Calabar, and six are appointed by the Governor. The official members are senior officers of the administration.

The Council has control of expenditure and legislation, subject to the reserved power of the Governor to enact any legislation which the Council fails to pass -- a power which has rarely been employed in practice. Most

^{1/} NOTE: Two communications protesting against certain activities of Mr. Manga Williams have been received from the Cameroons. See Summary of Petitions and Communications, TC/VM.1949/9.

of the legislation is introduced by the Government; although any member may introduce a bill or a motion, the Governor's sanction is required for any proposal which would incur public expenditure.

Problems Raised

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

(a) the absence from the Trust Territory of legislative organs established independently of organs created on the basis of the integration of the Cameroons with Nigeria;

(b) the absence of direct representation of the Cameroons on the Nigerian Executive and Legislative Councils;

(c) the justification for greater representation of the Cameroons on the Nigerian Councils, because of its special status as a trust territory, than it might be given purely on the grounds of size of population;

(d) the absence of any direct system of suffrage for the election of Trust Territory representatives to organs of government.

At the same time, the question was also raised as to whether, by recommending increased representation for the Cameroons on the Nigerian organs, the Trusteeship Council might not imply support for administrative integration in its present form.

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

3. Constitutional Reform (See also TC/VM.1949/6)

Factual Situation

As indicated above, the present Nigerian constitution dates from 1946. It was intended to remain in force for nine years, with limited changes, if desirable, at the end of the third and sixth years. In August 1948, however, the Governor proposed that, because the political advancement of the country had been so rapid and so sound, a full review should be made in the second three-year period beginning in 1950. He stated his intention to set up a Select Committee of the Legislative Council in 1949 to investigate how best the constitution might be adjusted in the light of events and in accordance with what the people really wanted.

This Committee has already met and submitted its report. It was concerned only with methods, and not with the actual revision of the constitution; it recommended a procedure by which the wishes of the inhabitants would be determined by village, divisional, provincial and regional meetings and conferences, and by which views and proposals would be crystallised by a general conference and submitted to the Nigerian legislative organs and to the Secretary of State for the Colonies in London.

The Committee's recommendations on procedure were adopted by the Legislative Council and accepted by the Governor. (No information is at present available to the Secretariat as to whether the consultation procedure has yet begun; it may be presumed that the inhabitants of the Cameroons will take part in it on the same basis as the inhabitants of Nigeria.)

4. Native Administration (See also TC/VM.1949/6)

Nigeria is frequently described as the birthplace of the system of "indirect rule" of indigenous inhabitants which, in its general pattern, has since been applied in many African territories under British administration. It was extended to the Cameroons at the beginning of the mandate period.

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In its theory, indirect rule solves the problem of governing with a small European staff a large indigenous population, and, more importantly, of fostering self-government, not by the appointment of paid African officials through whom the government would administer directly, but by recognizing and modifying the existing traditional forms of government -- usually based on tribal or hereditary chiefs and councils -- and giving them a certain degree of legislative, executive, financial and judicial autonomy. Thus a system of "native administration" is established which is in its broad lines separate from the central or European administration -- but at the same time connected to it by the fact that the indigenous authorities are required to enforce locally the laws and regulations issued by the central government, and also by the supervision and power of veto exercised by the local officers of the central government. The extent of this control varies according to the efficiency of the local organizations. In theory, the intention is to relinquish it progressively.

The "Native Authorities", as these indigenous local governments are known, vary greatly in size and composition throughout Nigeria and the Cameroons. Their powers are defined by statute, and include the right to issue local rules and regulations. Particular importance is placed on the maintenance by each Native Authority of its own treasury, into which are paid a proportion of the indigenous head taxes, other locally-levied taxes and fees, court fines and fees and grants from the central government, and out of which are paid the salaries of chiefs and other leaders and sometimes considerable staffs of employees, and the costs of certain local agricultural, veterinary, police, educational, health and other services, including road and other construction works, not provided by the central government. These local budgets are subject to the approval of, and often drawn up by, the local British administrators.

The Native Authorities in the Cameroons Province -- the southern part of the Trust Territory -- are affected by drastic criticisms of the whole system of indirect rule in the Eastern Provinces of Nigeria which have recently been made by a Select Committee of the Eastern House of Assembly. The Committee found inter alia, that the degree of inherent authority which existed in the region, and which the theory of indirect rule presupposed, was so small as to be incapable of development into effective and efficient administration. The Committee proposed the abolition of the system and the establishment in its place of an organization of regional, county, urban and other councils, composed predominately of educated and progressive Africans. The Government has agreed to submit these recommendations for discussion at all levels of the population. (For fuller details, see TC/VM.1949/6.)

The Annual Report for 1948 states, (p.40) that the existing Native Authorities in the Cameroons as a whole were built up after careful inquiry in each case into the basis of traditional authority. Where chiefs, or chiefs and councils, formed the recognized authority, they became the Native Authority. Where the hereditary principle did not operate, the representatives of extended families or groups were formed into councils in such manner as the people desired and were given statutory powers as Native Authorities. The northern and southern parts of the Trust Territory present a contrast in types and numbers of Native Authorities: in the north are the two large Moslem emirates or kingdoms of Adamawa and Dikwa, each under a comparatively wealthy and traditionally powerful ruler; and in the Cameroons Province there is a large number of relatively small Native Authorities, of the council type.

In the Victoria Division of the Cameroons Province there were in 1948 four Native Authorities; in the Kumba Division sixteen; in the Mamfe Division ten; and in the Bamenda Division twenty-three. Efforts are continually being made by administrative officers to bring about federations of the smaller Native Authorities, for reasons of economy and strength, and the formation of six such federations is referred to in the Annual Report. (p.44)

In the northern area, administration is carried out by the Emirate staffs, supervised, advised and assisted by the northern provincial administration of the Nigerian Government. The organization in the Adamawa emirate, much of which lies outside the Trust Territory, is headed by the Lamido of Adamawa, who receives a salary of £ 2,600 a year with £ 400 establishment allowance; and in the Dikwa emirate by the Emir of Dikwa (£ 1,800 a year with £ 180 establishment allowance). African District Heads are responsible to the Emirs for the good government of their districts, and their duties include the maintenance of law and order, the annual count of the population and their flocks and herds, the collection of tax and all the general work of district administration. As in the Cameroons generally, the District Heads are assisted by scribes and messengers, and the administrative organization is further subdivided into Village Heads, each responsible for a single village. Self-contained technical departments deal with health, education, agriculture, police and other services.

The Lamido of Adamawa has an Emirate Council, consisting of the District Head, one Village Head and one elder from each district. It meets once a year at Yoia, in Nigeria. District Councils, consisting of the District Head and the Village Head and one elder from each village, have also been established.

In the Dikwa Emirate, an "Outer Council", representative of all classes was formed in 1948 with the basic idea of keeping the Emir and his council in touch with such popular opinion as exists. The formation of District Councils has also been under active consideration. The town of Bama, with 4,466 inhabitants, has a town council.

The 1948-49 budgets of the Native Authorities in the Trust Territory are given in detail in the Annual Report (pp.163-273). They show ten separate native treasuries in the Cameroons Province, some of them serving a number of Native Authorities, and the largest being that of Bamenda, with an estimated expenditure of £ 41,000 and surplus of £ 29,000. The Kumba treasury has an estimated expenditure of £ 20,000, and four others -- Bansa, Mamfe, Bakweri and Victoria -- about £ 7,000 or more each.

The small Eigon-Egoro-Kentu area forms part of the Wukari (Nigeria) treasury area, with an estimated expenditure of over £ 17,864. The treasury of the Emirate of Adamawa, of which only part lies in the Cameroons, has an estimated expenditure of £ 163,000 and reserves of £ 56,000, and in the far north the Emirate of Dikwa has allocated £ 38,000 and has reserves of £ 48,000.

The largest single item in the revenues of the native treasuries is the indigenous tax. The ratio of specific items of expenditure to the whole budget varies from one treasury to another; two examples -- the Bamenda treasury in the Cameroons Province, and the Dikwa Emirate treasury in the north -- are given below:

/ Item Proportion

Item	Proportion of Budget (percentage)	
	Bamenda	Dikwa
Central administration	0.1	12.1
District administration	1.1	9.0
Village administration	8.0	5.9
Judicial	13.9	4.1
Treasury	2.5	2.2
Police	0	11.4
Prisons	30.8	8.0
Miscellaneous	34.5	2.9
Works	19.7	15.5
Veterinary	2.8	1.7
Education	6.7	16.0
Survey	0.7	0.5
Medical and health	7.4	6.6
Agriculture	0.7	1.8
Forestry	1.7	2.3

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, the question was raised as to whether the use of the tribal system as a means of administration was compatible with the progressive development of the Trust Territory towards self-government or independence. The Council adopted no specific conclusion or recommendation on this point, but attention may be drawn to the recommendation already mentioned above (2. Organs of Government) to the effect that the possibility of establishing democratic reforms in the political structure as a whole should be considered.

During the examination of the report, information was sought as to the Native Authority budgets and the salaries paid to the Emirs and the relationship of these salaries to other expenditures. As mentioned above, the Native Authority budgets are given in detail in the Annual Report for 1948.

5. Administrative and Technical Services (See also
TC/VM.1949/6)

Factual Situation

With numerous normal local government functions delegated to the Native Authorities, the organization of Nigerian administrative and technical services within the Trust Territory is on a relatively small scale, and as a result of administrative integration, particularly in the north, these services are to a large extent based in the adjoining areas of Nigeria. The Cameroons also has the benefit of the central departmental services of the Nigerian government.

The government services in the Dikwa emirate fall under the Resident of Bornu Province, with headquarters at Maiduguri in Nigeria. Only one District Officer, an assistant and a clerk were in 1948 stationed within the Territory, at Eama, but police, public works, building, medical, sanitary, education and agricultural officers stationed elsewhere have responsibilities there.

Similarly, most of the administrative and technical officers serving the Adamawa area of the Trust Territory are based outside it at Yola in Nigeria. The staff within the Territory consisted in 1948 of a touring Assistant District Officer, three messengers, one registration clerk and two veterinary development officers.

The small Figon-Mdoro-Kentu area is served entirely by the staff of the Resident of Benue Province, Nigeria, none of whom were stationed within the Trust Territory in 1948.

In the Cameroons Province, however, there is, by comparison, a much larger and more complex organization. Under the Resident (the more senior position of Commissioner is to be established), there are education, medical, police, works, forest, agriculture, veterinary, telegraph, customs, marine, medical and labour officers and a magistrate. In addition, each of the five administrative

/ districts was

districts was in 1948 under the charge of a District Officer, each of whom was assisted by a technical and clerical staff. In the Victoria Division the staff included two medical officers, a nursing sister, a sanitary superintendent, a works inspector, an assistant superintendent of police, and a divisional treasurer. The Kumba Division staff included an assistant District Officer, an education officer, a medical officer, a customs officer, an assistant-registrar of co-operative societies and a divisional treasurer. The Mamfe Division staff included an assistant District Officer, a medical officer, a divisional treasurer, an assistant conservator of forests and a works inspector. The Bamenda staff included two assistant District Officers, a medical officer, an education officer, a divisional treasurer and police, public works, veterinary (2) and agricultural (2) officers. In the Buea district, the District Officer was assisted by a veterinary officer, a divisional treasurer and a small staff of clerks and messengers.

In 1948, altogether 63 Europeans and 1,144 Africans in the Nigerian Government service were employed solely within the Trust Territory. All the British officials were in the senior grades of the service, with salaries ranging from E 450 to E 1,000 a year and somewhat higher in two cases, plus expatriation allowances. Two Africans were in the senior service -- one as an assistant registrar of co-operative societies and the other as an assistant medical officer. With these exceptions, all senior service posts were held by the British officials. The other Africans were on various salary grades ranging from E 42 to E 250 and in some cases up to E 450. They were most widely employed in customs work (211), mainly as preventive officers; education (62), mainly as teachers; medical service (120), mainly as nurses, orderlies and

/ dispensary attendants

dispensary attendants; police (305), mainly in the lower ranks; posts and telegraphs (111), mainly as postal clerks, linemen, messengers and gangers; prisons (67), mainly as warders; public works (75), mainly as engineering assistants, overseers and artisans; and veterinary services (82), mainly as herdsmen and veterinary assistants. Others were employed as agricultural assistants and overseers and in various posts in other departments. (For a full list of posts, see Annual Report for 1948, pp.296-300).

A larger number of Africans had paid employment on the staffs of Native Authorities wholly or partly within the Trust Territory. Their rates of pay in general tended to be lower than those paid by the government. The Native Authority staffs were composed entirely of Africans. (For a full list of posts, see Annual Report for 1948, pp.302-304.)

It is the declared policy of the Government of Nigeria to appoint Nigerians -- and this term includes inhabitants of the Trust Territory (Annual Report, 1948, p.42) -- to posts in the government senior service "as fast as suitable candidates with the necessary qualifications come forward". A commission appointed in 1948 to make recommendations as to the steps to be taken for the execution of this policy, with special reference to scholarship and training schemes, found an urgent need for a planned and sustained effort to be made to enable Nigerians as rapidly as possible to obtain the necessary qualifications. It was concerned at the small number of qualified candidates for scholarships and training schemes likely to be available from the Northern Provinces (which include the northern areas of the Cameroons) and from certain other areas, including the Cameroons Province, because of the less-advanced educational systems. In its recommendations for a general

increase in scholarship and training awards, the Commission proposed that special consideration should be given to applicants from the northern provinces; in this instance it did not mention the Cameroons Province.

Among general policy recommendations, the Commission proposed that it should be established that no non-Nigerian should be recruited for any government post except when no suitable and qualified Nigerian was available. (For fuller details, see TC/VM.1949/6.)

6. Judicial Organization

Factual Situation

Judicial organization in the Trust Territory takes two forms: firstly, the judicial system of Nigeria, of which the Cameroons forms a part, and which administers English law through the Nigerian Supreme Court and Magistrates' Courts; and, secondly, the recognized indigenous tribunals, of which at least one is usually associated with each Native Authority and its divisions, and which administer the native law and custom prevailing in the area concerned.

Numerically, the Native Courts handle the great majority of cases involving Africans only. Their jurisdiction is limited, however, by ordinance. Administrative officers have access to the Native Courts, and have powers of review. Administrative officers are also often appointed as second or third-grade magistrates in the English court system in more remote areas.

7. Political Movements

Factual Situation

The only political organization active in the Trust Territory is the National Council of Nigeria and the Cameroons, which holds frequent political meetings, and pursues its aims for early self-government jointly for Nigeria and the Cameroons, by means of several newspapers

owned by the President, Dr. Nnamdi Azikiwe. His company -- Zik's Press Limited -- owns four of the five daily newspapers published in Nigeria: West African Pilot, Daily Comet, Nigerian Spokesman and East Nigerian Guardian. The National Council, for which support in the Cameroons is strongest among the peoples of the southern parts of the Territory, has an assistant field secretary there (Mr. L.A. Nnamme).

There are no separatist movements or parties in the Trust Territory working for a separation of the Cameroons from Nigeria. The Administering Authority has, however, noted a growing feeling among the inhabitants of the southern area that the special position of the Cameroons as a Trust Territory should be recognized by direct representation in the Nigerian Legislative Council.

II. ECONOMIC

1. General

Factual Situation

Tracts of fertile land around the Cameroons Mountain, near the Atlantic coast of the Trust Territory and covering some quarter of a million acres, were before and during the mandate regime the scene of intensive European commercial exploitation. Banana, rubber, oil palm and other plantations which were developed there by German companies and individuals are now being operated by a semi-government corporation, the Cameroons Development Corporation. They remain the Territory's principal commercial enterprise and are a potentially rich source of export production and territorial revenue. These plantations, situated on land whose ownership is being claimed on behalf of the Bakweri tribe in a petition which the Visiting Mission is required to investigate, are dealt with in a separate section below.

/ Outside of this

Outside of this plantation enterprise, the great majority of the inhabitants of the Territory depend for their livelihood on farming and pastoral activities. The Territory is generally self-supporting as far as foodstuffs are concerned, except in the Victoria Division where the presence of plantation labour, and the requirements of ships in port cause shortages. Foodstuffs are imported into this area from Calabar and cattle are brought down from the Bamenda highlands to be slaughtered at Victoria.

In the northern areas the staple foods are guinea corn, maize and millets while groundnuts, hides and skins are the chief items of export. Recently the improved prices being paid for groundnuts has resulted in an increased acreage of this crop among the hill tribes. In the south, coco-yam is the staple food, supplemented by maize, beans and plantains. The principal cash crops grown by indigenous farmers are cocoa and oil palms. Bananas and rubber are also grown in the south, but mainly on the European-developed plantations. Modern methods of farming have not been adopted on any large scale among the indigenous producers.

The coastal communities, especially around the Rio del Rey estuary, engage in fishing, though the fishermen are mainly immigrants from Nigeria.

Surplus domestic products are disposed of in the local village markets in exchange for simple purchases such as salt, cloth ornaments and household utensils. Local handicrafts are produced in the North on a small "cottage industry" basis and imported articles reach the market through middlemen who buy them in bulk from the commercial houses. There are no manufacturing industries in the Territory.

There has been no extensive alienation of land since the German regime, though small alienations may occur occasionally on lease for trading stations or for health and educational purposes. There is no population pressure on the land, with the possible exception of the Victoria Division, where much of the plantation land was previously alienated.

No mining operations have been undertaken in the Territory; small quantities of gold, graphite and molybdenite are known to exist, but not in commercial quantities. A Cameroons Mining Corporation conceived jointly by the Government of Nigeria and a London company in 1947 for the purpose of carrying out mineral prospecting, had not been formally constituted by the end of 1948, and preliminary surveys carried out on its behalf have had mainly negative results.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, the question was raised as to the possibility of encouraging, through an extension of the activities of the Nigerian Department of Commerce and Industries, the development of local industries by indigenous inhabitants of the Trust Territory. The question was also raised as to whether the other government departments concerned should not pay increasing attention to the Trust Territory in the future.

Petitions

A petition from the Mengen Community and Widelam Community League (T/PET.4/5) requests the return of land allegedly seized in the Bamenda Division by members of the Bali tribe in 1921. (This petition has not yet been examined by the Trusteeship Council.)

2. Cameroons Development Corporation and the Bakweri Problem (See also TC/VM.1949/7)

Factual Situation

During the German administration of Kamerun some 460 square miles, or 294,000 acres of land in the Victoria and Kumba Divisions of the Cameroons Province were alienated by the German Government to plantation companies and to individuals, mostly by sale and, in some cases, by lease.

After the territory had been seized from Germany during the First World War and the German planters interned and then deported, the British authorities decided to recognize the alienation and to place the lands on sale in London. The first auction, in 1922, from which ex-enemy nationals were barred, failed to dispose of more than a few lots. In 1924 the restriction on ex-enemy nationals was lifted and at a second auction the great majority of the estates were re-purchased by the original German owners.

By the outbreak of the Second World War large areas of the plantations had been planted with bananas, which superseded rubber, cocoa and oil palms as the most profitable crop, and considerable capital had been invested by the Germans in buildings, railways, rolling stock, wharves and other equipment. A rapidly expanding banana trade, together with rubber and the other products, was built up, principally with Germany.

With the outbreak of war the plantations were again seized from their German owners, and operated by the Nigerian Government on a limited scale, with emphasis on rubber production, until the end of the war. It was then decided not to repeat the procedure of re-offering the estates for sale into private hands,

/ but to establish

but to establish a semi-government corporation -- the Cameroons Development Corporation -- which would operate and further develop the plantations for the benefit of the people of the Cameroons as a whole.

Accordingly, the Nigerian Government decided to purchase the plantations, and to lease them to the Corporation. The purchase price, estimated at up to £850,000, is payable to the Inter-Allied Reparations Account and lost to the Trust Territory; it is to be repaid to the Nigerian Government by the Corporation, with interest at 3-1/4 per cent, as a prior charge on its profits over a period of 35 years. After that, the lease is to be continued at a nominal rental.

The Corporation, controlled by a board consisting of three Nigerian government officials, two other Europeans, and one representative of the Cameroons people (Mr. J. Manga Williams), has wide powers to develop the plantations and the export trade, to operate as manufacturer and importer, to raise and sell stock and take part in other subsidiary operations. It is required to make provision for the religious, educational and general social welfare of its employees. All profits made by it over and above the repayment of the purchase price, capital and other expenditures, and the setting aside of general and other reserves, are to be applied for the benefit of the inhabitants of the Trust Territory in such manner as the Governor may determine.

The Corporation, which in 1948 held more than one-quarter of a million acres of land, showed a profit in its first year (1947) of £ 178,275. Of this sum £ 158,000 was set aside as provision against taxation, payable to the Nigerian Government, on its annual profits for the period 1946-49, and £ 19,956 was carried forward. No part of the profit was devoted to the benefit of the Trust Territory. Largely because of shortage of shipping, which prevented the export of

approximately £ 400,000 worth of bananas, it was not as satisfactory a year as was expected. Exports of bananas increased, however, from slightly more than one and a quarter million stems in 1947 to about four million stems in 1948 and five million stems in 1950-- all from the Corporation's estates and one other estate whose ownership has been in dispute -- and the working profit increased to £ 343,396.

After setting aside for the Nigerian Government a further £ 209,000 in income tax and other sums in rental and interest, and establishing a reserve fund of £ 100,000, the Corporation made a first payment to the Governor of £ 54,352 to be devoted to the inhabitants of the Territory as a whole.

The Corporation's three main products -- bananas, palm products and rubber -- are all marketed in the United Kingdom. Bananas are purchased by the Ministry of Food through a sales agent at a price which, according to the first annual report of the Corporation, gave the Ministry "quite a substantial profit" in sales to the United Kingdom wholesale trade in 1947. Rubber is sold on the London market through normal trade channels, and palm products through a control scheme, at prices negotiated annually with the Ministry of Food by the West African Produce Control Board.

It is intended to increase the representation of the inhabitants of the Trust Territory in the management and operation of the plantations until, ultimately, they are able to take over the enterprise themselves, possibly on a cooperative basis.

By far the larger part of the land alienated under pre-war policies is now held by the Corporation (252,776 out of 294,471 acres). The balance is held by the United Africa Company (34,260 acres), individuals (3,820 acres) and missions (3,625 acres).

In the Victoria Division, where the plantation lands take up nearly three-quarters of all arable lands,

/ their alienation

their alienation has had effects of an economic and social nature which have led spokesmen for the Bakweri and certain other tribes to protest to the United Nations.

Problems Raised

The Bakweri Land Committee, consisting largely of Village Heads in the plantations area of the Victoria Division, and claiming to represent the views of the Bakweri, Bimbia and Bota, Victoria and Tiko peoples, complained in the first part of their petition (T/PMT.4/3), dated 24 August 1946, that they had been deprived wrongfully of their most fertile lands and had to resort to difficult and uneconomical farming on rocky slopes of the Cameroons Mountain, causing great hardship to them. They asked, principally, for the return to the Bakweri of all alienated land which had formerly belonged to them, and for compensation for the previous exploitation of the lands. They asked also for the return, without compensation, of all mission lands, except those containing church and school buildings.

In its observations on the petition (T/182) the Administering Authority stated that a senior Administrative Officer had been posted to the Victoria Division to make investigations in order to ensure that the inhabitants had fully adequate land for subsistence farming under a system of shifting cultivation and for planting with cash crops on a household basis. Where it was found that a genuine shortage of farmland existed, below a distribution of 15 acres per household, land would be taken for the inhabitants from the plantation areas. The officer would also investigate the terms and conditions of the occupation of the mission lands. The Administering Authority stated, further, that the Bakweri Land Committee had welcomed the proposed formation of the Cameroons Development Corporation.

The Administrative Officer submitted his report in 1948. It is not yet available in full, but the Annual Report for 1948 (p.75) indicates that he found that a shortage of indigenuous farmland did in fact exist, and that to provide each household with a holding of 15 acres an area of 25,000 acres would have to be released by the plantations.

However, in further communications dated 7 September and 1 December 1948 (T/PET.4/3/Add.3), the Bakweri Land Committee clarified and amplified their views with the following main points:

Firstly, the action promised by the Administering Authority to ensure adequate land for subsistence farming had no bearing whatever on their demand, which was, in fact, for the control of the plantations.

Secondly, the Bakweri Land Committee would be satisfied ("would have no reason to complain") if the lands which had now been purchased for the benefit of the inhabitants were given over to them "more genuinely and completely" by the reconstitution of the Corporation along lines allowing for progressively increasing African participation and control over the plantations, with the aim of Africanizing the enterprise completely within say 15 years.

Action by the Council

Because the petitioners had hoped to arrange for a representative to come before it, the Trusteeship Council at their request postponed the examination of the Bakweri Land Committee petition from the third to the fourth session. At the fourth session the petitioners informed the Council that, due to circumstances beyond their control, they were unable to send a representative.

/ The Council then

The Council then instructed the Visiting Mission to make a full investigation of the problems raised in the petition, and to present its recommendations to the Council not later than the sixth session.

At the same session, however, the Council discussed the problem to a certain extent in connection with its examination of the Annual Report for 1947. The following aspects were raised:

- (a) Whether, although the decision to operate the plantations under a public corporation for the benefit of the inhabitants was to be commended, there was sufficient indication that the plantations were in actual practice being operated for their benefit;
- (b) Whether the nature of the purchase transaction-- the fact that the purchase price of some £850,000, being a reparations payment, would be lost to the Territory, and the fact that the profits to be enjoyed by the Territory would be diminished for 35 years by the repayment charge and interest -- did not diminish the value of the scheme; and whether, in view of the special circumstances, a way might not be found to reduce or remove altogether this considerable drain on the profits;
- (c) Whether, because of the economic and social effects on the Bakweri people of the alienation of their lands, special attention should not be given to them and measures taken to enable them to participate not only in the cultivation but also in the management of the plantations, and
- (d) Whether all alienated lands should not be returned to the indigenous inhabitants and further alienation prohibited.

/ The Council passed

The Council passed the following resolution:

The Council, noting the establishment of the Cameroons Development Corporation, which is to administer the ex-enemy lands for the common benefit of the inhabitants of the Trust Territory, and having in mind that a Visiting Mission will go to the Territory in 1949,

expresses the hope that future reports of the Administering Authority will clearly and sufficiently indicate that effective steps are being taken by the administration to ensure that the Cameroons Development Corporation is working for the benefit of the indigenous population;

in particular, recommends that the Administering Authority consider the possibility of shortening the period of thirty-five years which must under present arrangements elapse before the indigenous inhabitants achieve full benefit from the earnings of the Corporation;

and requests that the annual reports of the Corporation be appended to the Annual Reports of the Administering Authority.

3. Commerce and Trade

Factual Situation

The internal trade of the Territory is mainly confined to foodstuffs and livestock and the sale of such imported goods and local handicraft products as are available.

In the northern areas domestic trade is characterized by the exchange of produce between the pastoralist Fulani and Hausa and the agricultural hill tribesmen. There is also a large import of native salt, potash and dried fish from the Lake Chad area.

Imported goods in the north reach the inhabitants through Nigeria and produce is exported along routes to the west. In the Cameroons Province much of the imported goods enter the province overland originating mainly from the port of Calabar but some enters from French Territory overland. About three-quarters of the palm kernels and almost all of the palm oil is shipped from Calabar; some is exported through Duala in French-administered territory. It is not possible to arrive at any estimate of this land and river-borne trade.

The value of exports passing through the two ports during 1948 was £ 542,732, the main exports being bananas, rubber, cocoa and palm kernels. Imports were valued at £ 383,307, the most important being cotton, manufactured goods and cement.

The United Africa Company Ltd., John Holt and Company Ltd., Messrs. Paterson Zochonis and Company Ltd., and the London and Kano Trading Company Ltd. operate trading establishments in the Territory. They are registered in Nigeria and pay tax to the Nigerian government. The total outside capital investment of these companies together with that of the banking organizations is estimated to be about £ 100,000. There are also 38 Co-operative Cocoa Marketing Societies and two Co-operative Coffee Marketing Societies. The Cameroons Development Corporation is, however, the largest export production enterprise, and it is also empowered to engage in importing and internal trading.

The only economic activity carried out by nationals of a country other than that of the Administering Authority is the felling of timber on a local permit in the Kumba division by the Société Africaine Forestière et Agricole which exports logs to the United Kingdom, France, United States and Scandinavia.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, the question was raised as to whether the control of the import and export trade by British companies militated against the interests of the indigenous inhabitants.

The question was also raised as to whether urgent efforts were not required to improve communications in the Territory in order to facilitate trade and commerce.

The Council recommended that communications should be improved in order to facilitate trade and commerce.

4. Cocoa and other Produce Marketing

(See also TC/NM.1949/8)

Factual Situation

It has already been noted that the principal export produce of the Territory -- that derived from the European-developed plantations in the south -- is marketed mainly under state-controlled fixed-price and contractual purchase arrangements. The same general policy applies to the principal cash crops of the indigenous inhabitants, namely cocoa and ground-nuts.

For practical purposes, the cocoa industry of the Cameroons forms part -- and only a small part -- of that of Nigeria. The average total production of cocoa from Nigeria and the Cameroons approximate 100,000 tons a year, of which the Cameroons produces only about 2,000 tons. Cocoa is grown mainly in the Kumba Division, and mainly by African farmers; in 1948 there were over 8,000 African cocoa farms, averaging six acres each in size.

/ The product is

The product is purchased by a semi-government body, the Nigerian Cocoa Marketing Board, at prices fixed annually under a stabilization scheme designed to assure the producer of a guaranteed payment irrespective of world market fluctuations. (For fuller details see TC/VM.1949/8; also /19 and /22, relating to Togoland under British administration, where the cocoa industry is more important and marketing methods are the same.)

Similar marketing boards are being set up in Nigeria for oil-palm produce, groundnuts, benniseed and cotton.

5. Public Finance: Development Plan

Factual Situation

As has already been noted, no separate budget is drawn up for the Territory, the ordinary and extraordinary expenditure being met from the Nigerian budgetary revenue, with the exception of grants from the Colonial Development Welfare Fund. However, estimates drawn up at the request of the Trusteeship Council and given in the 1948 Annual Report showed revenue derived from the Territory during 1947-1948 as £ 272,800 (direct and indirect taxation, licenses, fees and income from government property) and expenditure as £ 541,080. According to these estimates, which were similarly supplied to the Permanent Mandates Commission, the Cameroons has always been administered

/ "at a loss"

"at a loss" to the Nigerian government. A potentially important new source of revenue now exists, however, in the Cameroons Development Corporation, whose surplus profits are to be devoted to the benefit of the Territory. It is not yet in full production, and its other commercial activities are to be expanded considerably.

A Ten Year Plan of Development for Nigeria is estimated to cost over E 55,000,000, of which E 23,000,000 has been allocated from the United Kingdom Colonial Development and Welfare Fund. The estimated share of the Territory in the plan over the ten-year period is some E 1,500,000. For the year 1948-1949 the total estimate expenditure is E 117,787, to be used for the development of electrical power, road development, rural and urban water supplies, the construction of buildings and agricultural, forestry, veterinary and medical development. The projects for the Cameroons, are considered by the Provincial Development Committees of the Cameroons, Bornu, Adamawa and the Benue Provinces.

6. Taxation

Factual Situation

All adult able-bodied male natives of the Territory pay an annual tax. The amount varies from area to area; in some places a community assessment is made and divided equally among the adult males; in others

/ attempts are

attempts are being made to relate the tax more closely to the means of the individual tax-payers. (For list of rates see Annual Report for 1948, pp.317-9). Taxes are collected in cash and cannot be commuted for labour or paid in kind.

Supervision of the tax collection is carried out by the Native Authorities, headmen or other suitable persons. The tax is paid into the native treasuries which in turn pay into the Government treasury a certain percentage of the total amount, at a rate varying from three pence per adult head in the south to one shilling in the far north.

Non-natives and companies pay income tax to the Nigerian government. The minimum tax payable on incomes of over £ 150 per annum is $4\frac{1}{2}$ pence in the pound. Company tax is at a flat rate of seven shillings and six pence in the pound.

Problem Raised

During the examination by the Trusteeship Council of the 1947 Annual Report, the question was raised as to whether the direct taxation system did not place the burden of taxation on the poorest part of the population, and whether this system should not be replaced by a progressive form of income tax, or by some type of percentage system which would take into account the ability of the individual to pay.

The question was also raised as to whether the Administering Authority should not be requested to revise the company tax so that companies operating on a large scale could contribute more generously to the expenses of governmental administration than at the existing flat rate.

The Council, however, made no recommendations on the taxation system.

7. Wages and Standards of Living

Factual Situation

The largest employer of labour in the Territory is agriculture and the largest individual employer the Cameroons Development Corporation. During 1948, in the Cameroons Province, 28,399 wage-earners were employed, 18,152 in agricultural undertakings (some 16,000 in the plantations); 6,524 in public services; 1,310 in trade, transport and industry; 750 in domestic services; 386 in timber production, and 1,277 in other employment. The number of wage earners in the Northern areas in 1948 is not indicated in the 1948 Annual Report, but in 1947 they were estimated at 1,425, of which 1,010 were employed by the Government.

The average monthly wage rates in 1948 for unskilled and skilled agricultural workers was E 2/0/3 and E 8/10/0 respectively; government unskilled and skilled workers received E 2/2/6 and E 9/5/0 respectively. Rations are not provided by the employer as part of remuneration.

There are six trade unions active in the Territory, with a total membership of 17,351. Two of these unions are registered in the Territory itself -- the Cameroons Development Corporation Workers' Union, representing about 16,000 Corporation employees, and the Tiko Workers' Union. There were five disputes involving stoppage of work in 1948, three of them among Corporation workers. The most extensive strike took place at the end of the year and involved 1,360 men employed by the Public Works Department at Victoria, Buea, Tiko and Kumba. They stopped work for eight days on demands including an increase in wages from one shilling and three pence a day to the rate of one shilling and five pence a day paid by the Cameroons Development Corporation for similar labour. They returned to work pending negotiations.

In the Cameroons Development Corporation plantations 300 labourers struck for four days with a demand for a wage increase from one shilling and five pence a day to four shillings and six pence. They resumed after the trade-testing policy, by which labour is graded, was explained to them, and after the management had threatened to terminate their engagements.

A group of 200 Corporation labourers stopped work briefly until five men were reinstated and a head overseer was placed under supervision. Two important disputes had also occurred in the plantations in 1947, one

involving a strike over delay in payment of retrospective wage increases.

No standard of living studies or other surveys of costs of living have been carried out in the Trust Territory. Living standards are generally low. The most notable increase in the standard is stated to have taken place among the hill tribes of the north, where increased spending power due to the higher prices for primary products and the large-scale cultivation of groundnuts has led to their being able to purchase more meat and a considerable greater quantity of imported cloth.

Problems Raised

During the examination at its fourth session of the Annual Report for 1947 the Trusteeship Council recommended that the Administering Authority should take appropriate measures to establish wages at a level which would not only enable workers to meet the expenses of everyday life, but which would also raise progressively the standard of living. It considered also that cost of living studies would provide important information on prevailing conditions and might serve as a basis for a realistic policy designed to ensure the well-being of the indigenous population and recommended therefore that the Administering Authority should undertake these studies as soon as possible.

IV. SOCIAL

1. General

Factual Situation

The general social structure of the inhabitants of the Trust Territory has been briefly outlined in the first chapter of this paper.

There is no restriction on the movement of population and there is a small but steady influx of Nigerians and Africans of the French-administered Cameroons into the Territory.

The type of housing throughout the Cameroons Province is still purely traditional and primitive, though in urban areas it is being gradually modified. Houses in the north are small and generally round, built of mud or stone with thatched roofs and surrounded by a compound wall of mud, stone or grass mats.

Sanitation in the larger centres of population is controlled by government and native authority staff. In the rural areas there is little or no control. Piped water supplies are available at Victoria, Buea and Bamenda; in other places streams, wells and springs are the usual supply sources. In urban areas all food sold to the general public is supervised by government or native authority sanitary inspectors who carry out inspection of slaughter houses, markets, and food stalls.

Illiteracy in the Territory is widespread and is estimated at 95 per cent increasing to almost 100 per cent in the remote areas of the north, while in the Victoria Division it is thought to be about 75 per cent.

/ Throughout the

Throughout the non-Moslem areas the women perform the bulk of the agricultural work while men specialize in trading and hunting.

2. Child Betrothal and Compulsory Marriage

Factual Situation

Polygamy occurs in the Territory and the legality of marriage is evidenced by the acceptance of bride price, presents, labour service or some other obligation from the suitor or his family.

The custom of bride price does not extend to people who have embraced the Islamic faith. In the pagan areas, however, a suitor begins to pay bride price on a child, but she remains in her own family until she has reached puberty. If she expresses marked dislike of her betrothed neither the parents nor the proposed husband are likely to be too insistent about the marriage, although her refusal will be unpopular with the parents because it involves for them a refund of the money received.

In Moslem areas the law permits coercion into marriage by a parent in the case of a girl who has never been married. Many Moslem parents, however, would not force on a daughter a union which was distasteful. On the other hand, the women of the Territory are not yet free from the long tradition of humble acceptance of their position.

According to custom the chiefs of Bikom and other Tikar communities in the Bamenda division who are invested with attributes of "divine kingship" have a right

to claim as wives the first born daughters and all female twins in certain families or to give them in marriage to their sons or personal attendants in return for past services. The girls may be taken into the chiefs' compounds before puberty. Until recently, the Fon of Bikom had 110 wives, some of whom were inherited from his predecessor. Under the persuasion of administrative officers and missionaries, however, he has agreed to keep only those who wish to stay. Forty had left by the end of 1948.

Problems Raised

The question of "compulsory and child marriage", which was stated to be prevalent among the chiefs of the Tikar communities in the Mamenda Division, was raised in a petition from St Joan's Social and Political Alliance (T/PET.4/2).

The Council examined this petition at its third session, together with the observations of the Administering Authority (T/178), which stated that its policy was to endeavour to achieve a gradual modification of custom and at the same time to ensure that individual hardship and cruelty were prevented.

The Council adopted a resolution condemning the custom of compulsory and child marriage, noting that the Administering Authority was endeavouring to achieve a modification of the customs, and requesting to be kept informed on the steps taken and the progress made to end such practices.

/At the same time

There are eleven hospitals in the Cameroons Province, five of which belong to the Cameroons Development Corporation. There are no hospitals in the Northern areas, but the inhabitants have access to hospitals in Nigeria and to the medical staff stationed there. Fifty-nine dispensaries are maintained; 36 by the government and native authorities and 23 by the missions and industry. There are also two government field units; two maternity homes (mission or industry) and two mission leprosy treatment centres.

There is a nurses' training school at Victoria, and it is proposed to establish another one to be administered by the Cameroons Development Corporation. Other classes of senior medical personnel receive their training in Nigeria, the United Kingdom and Eire.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, the question was raised as to whether because of the fact that the Territory's medical services were unified with those of Nigeria, it was impossible to ascertain precisely the facilities available, particularly in the Northern areas. The question was also raised as to whether there was not room for the energetic improvement of medical facilities in the northern areas, and whether the Administering Authority should not consider the recruitment of doctors from among European displaced persons as well as from other sources.

At the same time, the Council decided to bring the problems to the attention of the first Visiting Mission to the Territory.

Subsequently, during the examination by the Council at its fourth session of the Annual Report for 1947, the problem of "child marriage" was again raised. Among its conclusions and recommendations on the report, the Council considered that uncivilized practices which were gradually disappearing, such as child marriage, should be expressly forbidden by law.

In the foreword to its Annual Report for 1948 (p.xi) the Administering Authority states that it shares the Council's abhorrence of the practices and is anxious that they should be brought to an end as quickly as possible. It considers, however, that persuasion is a more potent force than compulsion by legislation, and that as a result of recent educational advances the practices are now rapidly dying out.

3. Medical and Health Services

Factual Situation

The medical and health services of the Territory form part of the Nigerian Medical Department services. In 1948, six government medical officers were stationed in the Cameroons Province and there was one officer serving the hospitals of the Cameroons Development Corporation. One medical officer was stationed in the Northern areas.

The Council noted with concern that only a few medical officers were stationed in the Cameroons and that hospital, dispensary and other medical and health facilities were inadequate for a reasonable programme of medical and health care for the inhabitants of the Territory, and recommended that the Administering Authority should take measures to increase the number of doctors and other trained personnel and to take all further steps necessary to provide for the medical and health needs of the population. It was further recommended that the Administering Authority should increase the budgetary allocations for the public health services.

4. Prisons and Punishments

There are eight prisons in the Territory controlled by the Nigerian Director of Prisons and there are in addition a number of Native Authority lock-ups for short-term prisoners. Long-term prisoners are usually transferred to prisons in Nigeria. Short-term prisoners are normally employed extra-murally on works of general sanitation such as grass cutting and conservancy.

Juveniles are seldom imprisoned and are usually sent to an approved school in the Eastern Provinces of Nigeria where they are taught the rudiments of a trade.

In addition to fines and imprisonment, penalties of forfeiture, whipping or deportation may be imposed under certain conditions. Sentences of whipping are rare; they may be imposed in the Supreme and Magistrates' Courts for certain crimes including rape and robbery with violence.

Any male person under the age of 17 years may also be whipped at the Court's discretion in addition to, or in substitution for, any other punishments to which he is liable. Whipping may also be imposed as a sentence for criminal cases tried in the Native Courts. "Deportation" in the case of a native of Nigeria or the Trust Territory means deportation from the place where the offence took place, or where the proceedings were heard, to any other place in Nigeria or the Trust Territory. This punishment can be imposed on the recommendation of the Court to the Governor in cases of breach of the peace or threatened breach of the peace.

A member of a Native Authority, or a district or village headman who has been deposed or has resigned may also be ordered to leave his area in the interests of peace, order and good government.

Problems Raised

During the examination of the Annal Report for 1947 by the Trusteeship Council at its fourth session, the question was raised as to whether the penalties of deportation and corporal punishment should not be abolished.

The Council, considering that corporal punishment was a humiliating practice inconsistent with the spirit of the International Declaration on Human Rights, urgently recommended the Administering Authority to abolish the practice immediately. The Council also recommended that deportation of indigenous inhabitants from the Territory should be abolished.

V. EDUCATIONAL

1. General

Factual Situation

In 1948 there were 270 primary schools in the Territory, of which 245 were in the Cameroons Province and 25 in those parts of the Territory administered as parts of the Borna, Berne and Adamawa Provinces. In addition, in the Cameroons Province there were four teacher-training establishments, one government vocational school and one aided Roman Catholic secondary school.

The majority of the primary schools in the Cameroons Province are unaided voluntary agency schools (176), run by the Roman Catholic Mission, the American Baptist Mission and the Swiss Basel Mission. There are in addition 34 government and native authority schools and 35 aided mission schools. Three of the teacher-training schools are also run by the missions, the other being a government school. In the rest of the Territory, 20 of the primary schools are government and native authority and five unaided mission schools.

In 1948, 26,453 or 21.6 per cent of the school-age children were enrolled in schools in the Cameroons Province of which 26,009 were in primary schools, 160 in the secondary school, 262 in teacher-training schools and 22 in the vocational school. In the northern areas 1,357 or one per cent of the children of school age were enrolled in the primary schools. The low enrollment in the northern areas is attributed to an apathy

/ towards western

towards western education, a prejudice against the education of girls in the Mohammedan areas, and the prejudice of Moslem Native Authorities against the activities of the missions for fear of proselytization.

In 1948 expenditure on education in the Territory amounted to E 62,049 out of which E 26,274 consisted of grants-in-aid to mission schools in the Cameroons Province.

Primary schools in the Cameroons Province are divided into junior primary schools and senior primary schools, each having a four-year course. In the northern areas, there are primary schools with a four-year course and middle schools also having a four-year course. The voluntary agency schools in the Adamawa Province are all vernacular elementary schools with a four-year course. In primary schools instruction is given in the vernacular, and the curriculum includes reading, writing, composition and dictation, simple arithmetic, hygiene and sanitation. English is taught as a subject in nearly all the primary schools.

The secondary school provides a six-year course including English, mathematics, history, geography, religious knowledge and hygiene. In the higher classes either a second language, or elementary science, or commercial subjects are taught.

The teacher-training schools provide a two or three-year course.

2. Higher Education

No facilities for higher education exist in the Territory. Scholarships are available for suitable candidates, who are eligible for entrance into the University College, Ibadan, Nigeria, and at institutions in the United Kingdom. In 1948, four students from the Territory were studying in the United Kingdom with the aid of scholarships and two were attending Ibadan. Three additional scholarships were provided in 1948 for courses of study at Ibadan or in the United Kingdom beginning in 1949.

3. School Fees

In the Cameroons Province school fees are charged, but in some cases are remitted. In the junior primary schools the rates are ten shillings per annum and in the senior primary schools one pound per annum. Scholarships are provided for the secondary schools. In the northern areas, elementary education is free. Fees are charged in the middle schools but are remitted in the large majority of cases.

4. Policy

The educational system of the Territory comes under the control of the Director of Education, Nigeria. Education is not compulsory. In many areas of the Trust Territory the demand in the past has been relatively small owing to their geographical remoteness, poor communications and lack of economic development. In recent years however, it has rapidly increased.

/ The principal

The principal objective is to provide a four-year junior primary school course for all children who want it and a further four-year senior primary school course for those who can benefit from it. In the Cameroons Province the opening of a new school requires the consent of the Director of Education and the Committee of the Board of Education; in the northern areas the consent of the Resident of the Province concerned. A new Education Ordinance applying both to Nigeria and the Territory was enacted during 1948. It provides for the establishment of central and regional boards of education and, in suitable circumstances, local educational authorities and committees, providing for increased participation by local communities in the development of education in their own areas.

Problems Raised

During the examination by the Trusteeship Council at its fourth session of the Annual Report for 1947, attention was drawn to the inadequacy of educational facilities in the Territory as a whole to the low rate of literacy and the small percentage of children at school, particularly in the northern areas, and to the differences between the educational facilities in the north and the south. The question was also raised as to whether education should not be free, whether a common language should not be used throughout all schools, and whether a strenuous effort should not be made to disseminate education among the Moslem communities by establishing schools and educational centres suitable to their own culture and background.

/ The Council noted

The Council noted the plans of the Administering Authority for educational development and recommended that it should press forward energetically with them, especially in the northern parts of the Territory.

Further, the Council, desiring to emphasize the decisive influence which education played in the political, economic and social advancement of a people, and noting that in the Cameroons education was still backward and almost entirely in the hands of private initiative, that it was not available free of charge and that generally the fees payable were too high, urged the Administering Authority to press forward more vigorously in its efforts to develop and increase educational facilities, especially in the Northern Provinces where literacy was admittedly very low. The Council further urged the Administering Authority to devise ways and means of making education as inexpensive as possible so as eventually to make education free and secondary education not dependent on means. The Council welcomed the attempts of the Administering Authority to encourage higher education and expressed the hope that its efforts in this direction would receive added momentum through an increasing number of government scholarships abroad. The Administering Authority was also urged to make an earnest effort to further develop through educational channels the various indigenous cultures of the population.

An increase in the budgetary allocation for education and other cultural requirements was also recommended.

Special Studies

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

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

In the specific cases of the West African Trust Territories under British administration, the Council recommends that, with a view to facilitating the expansion of higher education in Togoland and the Cameroons, the Government of the United Kingdom should take all possible steps to increase the number of scholarships for students from the two Territories.

In the same resolution, the Council also recommends that in the planning and establishment of institutions of higher learning particular attention should be paid to the

/ technical and

technical and cultural needs of the Trust Territories with the objects of advancing human knowledge and of equipping students for responsible citizenship.

With general reference to scholarships, the resolution recommends that the Administering Authorities should consider the possibility of progressively increasing the number of scholarships for higher education in Africa and overseas available to the inhabitants of the Trust Territories. To that end it urges that all possible steps be taken to make available to qualified students fellowships, scholarships and internships which have been or may be established by the United Nations or by its specialized agencies.

Considering the financial difficulties which are at present limiting, according to the statement of the Administering Authorities^{concerned,} the Council in the same resolution invites the Economic and Social Council, in consultation with the Trusteeship Council and the Administering Authorities concerned, to take into account the higher educational needs of Trust Territories in its study of programmes of technical assistance for under-developed areas. It also suggests to the Administering Authorities concerned that in financing the expansion of higher education in Africa attempts should be made to seek the assistance of such private organizations as may be in a position to give financial support.

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