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

REPORT ON TOGOLAND UNDER FRENCH 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 French 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 OF CONTENTS

<table>
<thead>
<tr>
<th>FOREWORD</th>
<th>PART ONE:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Introduction</td>
</tr>
<tr>
<td></td>
<td>Itinerary</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PART TWO:</th>
</tr>
</thead>
<tbody>
<tr>
<td>CHAPTER I</td>
</tr>
<tr>
<td>A. General</td>
</tr>
<tr>
<td>B. Relationship between the Trust Territory and the French Union</td>
</tr>
<tr>
<td>C. Executive powers</td>
</tr>
<tr>
<td>D. Chiefdoms</td>
</tr>
<tr>
<td>E. Administrative structure</td>
</tr>
<tr>
<td>F. Elected bodies</td>
</tr>
<tr>
<td>(a) Territorial Assembly</td>
</tr>
<tr>
<td>(b) Conseils de circonscription</td>
</tr>
<tr>
<td>(c) Communes-mixtes</td>
</tr>
<tr>
<td>G. Suffrage</td>
</tr>
<tr>
<td>H. Participation of indigenous inhabitants in the administration of the Territory</td>
</tr>
<tr>
<td>I. Judicial system</td>
</tr>
<tr>
<td>J. Freedom of expression, freedom of assembly and freedom of movement</td>
</tr>
</tbody>
</table>

| CHAPTER II | Economic advancement |
| A. General | 36 |
| B. Agriculture | 38 |
| C. Forests |
|   (a) General | 44 |
|   (b) Classification of forests | 44 |
|   (c) Palm trees | 45 |
| D. Chamber of Commerce | 47 |
TABLE OF CONTENTS
(continued)

E. Trade .................................................. 47
F. Industry ................................................. 51
G. Co-operatives .......................................... 52
H. Transport and Communications
   (a) Roads ............................................. 53
   (b) Bridges ........................................... 55
   (c) Railroads ......................................... 55
   (d) Water-ways and port ............................ 55
   (e) Air connexions .................................. 56
   (f) Taxation ........................................... 56

CHAPTER III Social advancement

A. Labour
   (a) General ............................................ 57
   (b) Customary dues ................................... 58

B. Public health .......................................... 59
   (a) Hospitals and dispensaries .................... 60
   (b) Attendance of sick people in hospitals and
       dispensaries .................................... 62
   (c) Leprosaria ........................................ 63
   (d) Morbidity ........................................ 63

C. Water supply .......................................... 64

D. Penitentiary organization ........................... 64

E. Population
   (a) Civil status offices ............................. 65
   (b) Population pressure ............................. 65
   (c) Seasonal migration ............................. 67
<table>
<thead>
<tr>
<th>TABLE OF CONTENTS (continued)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CHAPTER IV</strong></td>
</tr>
<tr>
<td>A. General</td>
</tr>
<tr>
<td>(a) Difference between the South and the North</td>
</tr>
<tr>
<td>(b) Language of instruction</td>
</tr>
<tr>
<td>B. Primary education</td>
</tr>
<tr>
<td>C. Secondary and technical education</td>
</tr>
<tr>
<td>D. Higher education and scholarships</td>
</tr>
<tr>
<td>E. Adult education</td>
</tr>
<tr>
<td><strong>CHAPTER V</strong></td>
</tr>
<tr>
<td><strong>ANNEX I</strong></td>
</tr>
<tr>
<td><strong>ANNEX II</strong></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 Lomé 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.

---

1/ Mr. J. J. Cebe-Habersky, Principal Secretary; Mr. L. Sternbach, Miss J. Brown-Harrop, Mr. F. T. Liu, Assistant Secretaries; Mr. E. Sameh, Administrative Officer; Mr. G. Margoulies, Interpreter; Miss P. Lacerte, Stenographer.
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.

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 ONE

INTRODUCTION

1. During its stay in Togoland under French administration, the Mission received most cordial hospitality and co-operation both from the Administering Authority and from all sections of the population.

2. The Mission wishes to express its sincere appreciation to all those who have assisted it in its work.

3. The Mission received in the Trust Territory 2,794 communications and memoranda transmitted by representatives of political groups, individuals or representatives of the people. Many of them 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 Out of these communications and memoranda, 1,423 dealt wholly with the Ewe and Togoland unification problem and the rest, i.e., 1,371 communications and memoranda, related to general or local questions and, to some extent, to the Ewe and Togoland unification problem. The Mission decided in accordance with rule 84, paragraph 2 of the rules of procedure of the Trusteeship Council that 1,349 communications and memoranda 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 Administration. The Mission transmitted the remaining 22 communications to the Secretary-General in accordance with 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. The Mission in drafting the present report took also into consideration memoranda received from the Administration in the Territory.

4. The Mission wishes to thank Monsieur Péchoux, Commissaire de la République au Togo sous tutelle française, Monsieur Aubanel, who served as liaison officer with the Mission as well as officers and members of the French Administration both in the Territory and in metropolitan France whom it had the pleasure to meet. The Mission regrets that it is not possible to mention by name the many persons who aided it and from whom it received its most cordial hospitality and co-operation.

¹ See document T/1034.
5. On 21 August 1952 the Mission arrived in Lomé by plane from Paris. It was greeted at the airport by the Secrétaire général and other representatives of the Administering Authority. From the airport it drove to the Government House where it had a meeting with the Commissaire de la République au Togo, followed by a meeting with the Senator and the Deputy of Togoland under French administration to the French Parliament. In the afternoon the Mission held hearings of individuals and representatives of political parties and in the evening held a meeting with the officials of the Administration.

6. The day of 22 August was devoted to oral hearings of representatives of political parties and individuals and to a meeting with the officials of the Administration.

7. On 23 August the Mission travelled by car to Tsévié; on the way it stopped in Togblékopé where it visited an afforestation station and in Davié where it visited a school and had a short meeting with the chiefs and people.

8. In Tsévié the Mission visited the town and its new public buildings, including the building of the Conseil de circonscription, the Société Indigène de prévoyance, the Secteur palmeraie, the residence for the councillors, the Tribunal, the school, the water tower and the post office building.

9. From Tsévié the Mission visited also the palm-oil extraction plant in Alokouégbé and one group of the Mission held at Tsévié oral hearings of the local population, chiefs and representatives of the political parties. In the evening the Mission returned by car to Lomé.

10. The day of 24 August was devoted in Lomé to oral hearings, to a meeting with officials of the Administration and to a meeting with the Co-Chairman of the Joint Council for Togoland under French Administration.

11. On 25 August the Mission left by air for Accra. It spent 16 days, from 25 August to 9 September 1952, in the Gold Coast and in Togoland under United Kingdom Administration.

12. Coming from Ho in Togoland under United Kingdom Administration, the Mission crossed the frontier of Togoland under French Administration near Nyive on 9 September where it was greeted by officials of the French Administration.

13. The Mission proceeded by car to Kpadapé where it visited a dispensary and then went to Palimé and Klouto; in the afternoon one group held oral hearings
at the school. The second group, in the meantime, visited the town of Palimé and the water supply centre.

14. On 10 September all members of the Mission visited the prison at Misahohoé and the hospital, the quarters of the gardes de cercle, the market place and the butchery buildings as well as the stadium in Palimé.

15. The Mission then split up and one group went to the school and held oral hearings while the second group visited the ferme école at Tové. In the afternoon, after a meeting with the commandant de cercle and other French officials, the Mission split up again and one group went to Tové to visit the re-education centre for juvenile delinquents while the second group visited the Palimé oil-extraction plant in Agou and had a meeting with the local chief of Gadja.

16. On 11 September the Mission drive by car from Misahohoé and Palimé to Atakpamé. On the way the Mission visited the leprosarium at Akata and gave an oral hearing to persons who wanted to be heard. Further on, the Mission stopped at Adéta and visited a dispensary. At noon the Mission arrived at Kponvié where it was greeted by several representatives of political parties.

17. At Atakpamé that afternoon the Mission split. One group visited the hospital and the school, while the second group held oral hearings.

18. On 12 September the Mission drove to Kolokpé in order to visit the research establishment for selection of cotton. In the afternoon, the Mission split up and one part went to the school and granted oral hearings to representatives of political parties, chiefs, representatives of artisans and individuals. The second group in the meantime held an interview with the juge de paix à attributions correctionelles limitées d'Atakpamé et de Sokodé and afterwards held a meeting with the commandant de cercle and the chief of the sub-division of Akposso Plateau.

19. On 13 September the Mission travelled by car from Atakpamé to Sokodé. On the road it stopped at Agbandi where it visited a new well and heard a local chief.

20. For lunch the Mission stopped at Blitta and in two groups in the shade of teak trees it held oral hearings.

21. After leaving Blitta the Mission entered the cercle of Sokodé and stopped at Sotoboua where it was greeted by chiefs and the local population and
attended a dancing festival. It then visited the model farm.

22. The next day, 14 September, the Mission split up; one group spent the day at Sokodé where it met the President of the Territorial Assembly and some members of the Joint Council and the superior chief of the Kotokolis, and granted oral hearings to notables, representatives of political parties and individuals. It also held an interview with the juge de paix à attributions correctionelles limitées d'Atakpamé et de Sokodé.

23. The second group in the meantime went on a very long trip by car to Bassari, Kabou and Guérin-Kouka. On the road it stopped also in Malfacassa in order to see a model horticultural farm. In Bassari the group met with the Superior Chief of the Bassaris, several other chiefs and representatives of political parties. In Kabou the party visited the school and the new dispensary and saw some local dances. In Guérin-Kouka the group met the Superior Chief of the Konkombas and local chiefs and population.

24. On 15 September the whole Mission held a meeting with the commandant de cercle of Sokodé in the presence of the President of the Territorial Assembly and a member of the Joint Council. Afterwards, the Mission proceeded by car to Lama-Kara. On the road the Mission stopped in Koumondé where it visited a school and saw the local chiefs. It also stopped in Bafilo where it visited the dispensary and met with several chiefs, notables and representatives of the local population.

25. In Lama-Kara the Mission met the Superior Chief of the Cabrais and Lossos and the Superior Chief of the Lossos and visited the dispensary at Piya and the dispensary at Tcharé, localities situated near Lama-Kara.

26. On 16 September the Mission toured the district surrounding Lama-Kara and at Defalé visited the dispensary as well as the new community pump and a mass education class opened in May 1952.

27. In addition it went to Nuamtougou where a Cabrais dance was specially performed for the members of the Mission.

28. In the afternoon the Mission proceeded by car to Sansanné-Mango and on the road stopped at Kandé where it was greeted by the Superior Chief of the Lambas and Tambermas. Local dances were staged for the Mission.
29. On 17 September the Mission visited the town of Mango, in particular the offices of the PTT and the radio station, the customs office, the school, the private Gravillou farm and the central prison. It also attended a reception given by the Superior Chief of the Tchokossis.

30. On 18 September the Mission travelled by car from Mango to Dapango and back. On the way to Dapango the Mission stopped in Naudoga in order to visit a school. In Bombouaka it visited the dispensary and met with the Paramount Chief of the Mobas. In Dapango the Mission was greeted by the Paramount Chief of the Gourmas and other local chiefs and held hearings. In the afternoon, the Mission visited the market, the customs office, the dispensary and an agricultural farm.

31. On the way back to Mango the Mission stopped at Pana in order to visit the mobile clinic of the Service d'Hygiène mobile et de Prophylaxie and in Borkoissi to visit an agricultural experimental farm.

32. On 19 September in Mango the Paramount Chiefs of the Tchokossis, local chiefs and notables bade farewell to the Mission which departed by car for Sokode. The day was spent travelling.

33. The morning of 20 September was spent in Sokodé. Hearings of representatives of the local population and political parties were held.

34. The Mission then proceeded by car to Blitta where at the railway station it met with the chief of the canton of Blitta and then left by rail-car directly for Lomé where it arrived late in the evening. On the way the Mission stopped in Nuatja where it was received and greeted by the chief of Nuatja.

35. On 21 September the members of the Mission held several meetings among themselves in order to discuss the problems raised in the Territory and also held a meeting with the officials of the Administration. In the afternoon, members of the Mission were entertained at the Yéké Yéké Festival of the Minas by the Prince Regent Lawson in Anécho.

36. On 22 September the members of the Mission continued the meeting among themselves in order to discuss the problems raised in the Territory. The Mission met again the officials of the Administration. Afterwards, the Mission left by car for Anécho. After having arrived in Anécho the Mission
split up and one group went to Attitogon where it held oral hearings; the other group proceeded to Agomé Glazou. However, because of torrential rain and the bad state of the roads, this group was able to go only as far as Alouenou; it returned to Anécho. In the afternoon, one group of the Mission visited the Court of Anécho where it heard the Prince Regent, chiefs and representatives of political parties and local population. The second group, in the meantime, proceeded to Vogan and Togoville, but because of heavy rain and the bad state of the roads had to return to Anécho. In the evening both groups returned to Lomé.

37. On 23 September one group of the Mission went to Vogan and Togoville where it met with the local chiefs and with the local population. The other group, which remained in Lomé, had an interview with the Judge and discussed frontier problems with the Customs Headquarters in Lomé and with the officers in charge of the Customs Post and Police Post at Aflao. The same group then held oral hearings, met the Co-Chairman of the Joint Council for Togoland under French Administration and held a press conference.

38. The second group, after having returned from Vogan and Togoville, had a meeting with the Chamber of Commerce in Lomé.

39. On 24 September one group of the Mission visited the Roman Catholic Secondary school and the new hospital in Lomé, while the other group held oral hearings. The same group visited also the Office des Recherches scientifiques d'Outremer. The whole Mission had then a meeting with the Commissaire de la République au Togo. In the evening the Mission gave a reception to French officials and to the local population and afterwards attended the reception arranged by the Commissaire de la République au Togo.

40. On 25 September the Mission left Lomé for Douala by plane.
PART TWO

CHAPTER I. POLITICAL ADVANCEMENT

A. General

41. The Visiting Mission wishes to draw attention to the fact that it has already discussed some of the problems relating to the political advancement of the Trust Territory, and in particular the Ewe and Togoland unification problem, in its special report. 1/

42. In that report the Mission went fully into the unification problem and in doing so also dealt with many other aspects of the political advancement of the people of the Trust Territory. In the further observations set forth below, the Mission does not propose to reproduce the material contained in its special report.

43. There are two political groups in the Territory, with conflicting opinions, strongly opposed to each other. They are the Parti togolais du Progrès and the Union des Chefs et des Populations du Nord Togo on the one hand and the Comité de l'Unité togolaise and the Mouvement de la Jeunesse togolaise "Juvento" on the other.

44. The first group accepts internal self-government within the framework of the French Union for the time being, while the second is seeking complete independence for Togoland in the near future.

45. The platforms of these political parties have been described in detail in the special report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952 on the Ewe and Togoland Unification problem. 1/

46. Some indication of the present political balance in the Territory may be seen in the results of the most recent territorial elections - namely, those of 30 March 1952 for the election of the Territorial Assembly. The electoral list there totalled approximately 50,000. In the South the Parti togolais du Progrès and its adherents received 10,493 votes (6 seats) and the Comité de l'Unité togolaise and its adherents 10,161 votes (9 seats). In the North 20,374 voted for the candidates of the Union des Chefs et des Populations de Nord Togo and 489 for the second group, which put forward only one candidate (in Sokodé). All the 15 seats in the North were won by the Union des Chefs et des Populations du Nord Togo.

1/ See document T/1034.
47. When the first Visiting Mission was in the Territory in 1949 the situation was quite different, since at that time, as stated by the 1949 mission, the Parti togolais du Progrès had not succeeded in having any candidate elected to the various representative bodies. In 1952 the total strength of the two political groups in the Territorial Assembly was for the Parti togolais du Progrès and the Union des Chefs et des Populations du Nord Togo 21 seats and for the Comité de l'Unité togolaise 9 seats. It may be noted that the South was divided between the two major political groups while the North was won by the Union des chefs et des Populations du Nord Togo, affiliated to the Parti togolais du Progrès.

48. The tension existing between the two political groups was very marked when the Mission was in the Territory.

B. Relationship between the Trust Territory and the French Union

49. Legislative authority over the Territory is exercised by the French Parliament, and the basic legislation applying to it is normally that which is enacted for the French Overseas Territories as a whole. The population of the Trust Territory is afforded the opportunity of participating in the enactment of this legislation through elective representation in the French Parliament. Thus, the National Assembly includes a deputy elected by those Togolanders who have suffrage; the second parliamentary body, the Council of the Republic includes two representatives from Togoland and the advisory Assembly of the French Union includes a representative from the Trust Territory. The Mission met in the Territory the Senator, Dr. Ajavon, the deputy, Mr. Grunitsky and the Councillor of the French Union, Mr. Savi de Tove, with whom the Mission had very useful talks on various matters concerning the Territory. In the bodies of the French Union, particularly in the National Assembly and the Council of the Republic, the basic legislation such as that relating to the composition and powers of local assemblies, suffrage rights, the penal and labour codes etc., is passed.

50. Several problems were raised in the Territory in connexion with the participation of Togoland in the French Union. These problems have already
been considered by the Trusteeship Council. The Mission wishes, therefore, to recall the statements of the representative of France, of 31 March 1949, 1/ 8 March 1952 2/ and 2 July 1952 3/ and the decision of the Trusteeship Council of 23 July 1952, 4/ which, inter alia, stated that there was no evidence to indicate that the practical operation of the administrative arrangements affecting the Trust Territory and the French Union were incompatible with the Charter of the United Nations and the Trusteeship Agreements concerned, and that the interpretations which the French representative had given of the relationship of the Territory to the French Union would appear to be consistent with the provisions of the Charter and the Trusteeship Agreement, but that the Council did not feel itself competent to appraise the theories of constitutional law which might underlie the arrangements between the Trust Territory and the French Union.

C. Executive Powers

51. The chief administrative officer in the Territory is the Commissaire de la République who represents the President of the French Republic. He is assisted by a Privy Council consisting of appointed indigenous notables and the heads of administrative departments.

52. The Administering Authority informed the Mission that one of the most important suggestions which had been made in regard to the administrative structure of the Territory was the proposal to create a Government council (Cuirceil de Gouvernement) which would replace the Privy Council, half the members of which would be directly elected by the Territorial Assembly. This

1/ See document T/AC.14/22, Rev.1.
4/ See documents T/1030, p.167 and A/2151, para. 312.
new council would assist the Commissaire de la République in putting into effect the views expressed by the Territorial Assembly and in the performance of his administrative responsibilities. It was envisaged that the members of the Territorial Assembly would wish to know the ultimate results of their deliberations and the manner in which their opinions had been acted upon. The Government Council could follow the steps which were being made to take into account the views expressed by the Territorial Assembly and report to it on the steps taken; it would sit more frequently than the existing Privy Council.

53. The Parti togolais du Progrés requested orally as well as in written communications that an executive council be instituted in the Territory. On the other hand, the Comité de l'Unité togolaise stated that if a new Government Council were to be instituted it should have other powers and a composition different from that of the Administrative Council (Conseil de l'Administration) which functioned until 1946; otherwise, they stated, it would not be workable.

D. Chiefdoms

54. When the Mission visited the Territory in 1949 the problem of the status of chiefs had become a very acute one. However, when the present Mission visited the Territory controversy over the status of the chiefs was no longer acute. The Mission notes that a bill on the status of the traditional chiefs has been submitted to the National Assembly.

55. At present there are four categories of chiefs: chiefs of villages, chiefs of quarters, chiefs of cantons and the superior chiefs. The village is the basic indigenous administrative unit of the Territory.

56. The Mission met many chiefs of all these categories both in the South and in the North of the Territory. In the South the chiefs have less traditional authority, over relatively smaller groups and areas, while in the North, where some of the chiefs are Islamized, they have greater traditional authority over larger units of population and territory. The Mission met inter alia the superior chiefs of the Cotocolis (59.8 per cent of the population of the Sokodé sub-division), the superior chief of the Bassaris
population of 55,312; Atakpamé (area approximately 18,500 sq. kms.) with a population of 107,165, with two sub-divisions, Atakpamé and Akposso-Plateau; Sokodé (area approximately 11,800 sq. kms.) with a population of 140,066, divided into the sub-divisions of Sokodé and Bassari; Lama-Kara (area approximately 2,500 sq. kms) with a population of 188,170, Mango with a population of 64,133 and Dapango with a population of 116,631.

63. Each district is headed by a Commandant de cercle or district administrator, and each sub-division by a chef de la subdivision, or local administrative officer.

64. The Mission received several requests for transformation of the sub-division of Dapango into a cercle. Subsequently the Administering Authority informed the Mission that this change had in fact been made. The Mission also received several requests for the creation of a new administrative post in Bafilo, and was informed by the Administering Authority that this would be done as soon as personnel was available.

F. Elected bodies

65. The elected bodies of the Territory, viz. the Territorial Assembly, the Conseil de circonscription and the Municipal Commissions were not in session during the Mission's visit to the Territory. The Mission was, however, able to obtain information on the composition and work of these bodies, and to ascertain that the Administering Authority had taken steps in respect of the political education of the population generally. In particular, the Administering Authority published in 1947 a pamphlet describing the election, operation and powers of the Territorial (then Representative) Assembly and had it widely distributed. The same procedure was applied to the rules of procedure of the Assembly, which had been drawn up by the Assembly itself.

66. As for the Municipal Commissions, each Commission received a number of copies of a complete and up-to-date document describing the communal organization. The printing of this document in booklet form, as well as one on the Conseils de circonscription has been proposed. Administrators who were
chefs de circonscription and mayors had been asked for broad comments on these documents. The Educational Service is planning to organize, during the sessions of the Territorial Assembly, an evening class to supplement the legal and political training of representatives who might feel the need for such courses.

67. The Mission investigated this problem in view of some complaints received about the inadequacy of political education in the Territory. The Mission, while appreciating the steps already taken by the Administering Authority in the direction of giving to the population knowledge of political affairs, expresses the hope that further steps will be taken by the Administering Authority to give more information to the members of the Representative Assembly, Conseils de circonscription and Municipal Commissions about the organization, functioning and powers of these elected bodies.

(a) Territorial Assembly

68. The Territorial Assembly deliberates or gives opinions in relation to questions enumerated in title III of the decree of 25 October 1946. It does not possess legislative powers.

69. In the view of the Administering Authority the Territorial Assembly, through such functions as the deliberation on some financial matters, has a profound effect upon the administrative activities in the Territory. The Administration stated that it had never disregarded the opinions of the Assembly and that it would never act contrary to them. The Mission was informed that the consultation of the Assembly went very far and that in the preparation of the FIDES (Fonds d'Investissement et de Développement l'économique et social) plan the opinions of the Assembly were obligatorily sought; the proposals of the Assembly on these matters were never modified, even though the funds under discussion were given or loaned by the metropolitan country.

70. The Mission was, as noted above, further informed that the proposed new Government Council would assist the Commissaire de la République in putting into effect the opinions of the Territorial Assembly and in the execution of his administrative duties.

71. The Mission was informed, in addition, that according to proposed new legislation the powers of the Assembly would be enlarged and the Assembly
would have the right to deliberate, within the framework of the existing laws and decrees, on all questions relating to finances, administration of State property and economic and social questions. Thus, in the view of the Administering Authority, the Assembly would become a deliberative assembly within the framework of the existing laws and decrees.

72. The Mission would have been greatly interested to see the Territorial Assembly in operation. Since it was not in session at the time, the Mission is not in a position to comment on its actual operation. However, the Mission met several members of the Territorial Assembly in various parts of the Territory and wishes to record its impression that they included some well-educated men and that they had benefitted from the discussions in the Assembly of territorial affairs and were in a position to discuss them intelligently with the Mission.

73. Both political groups have expressed themselves in favour of increased powers of the Territorial Assembly. It was pointed out to the Mission (in many communications received by it) that the Territorial Assembly, as existing in Togoland, had been created for all the French Overseas Territories irrespective of the stage of development reached in the particular territories, of customary political institutions or of their ethnic composition; that the powers of the Territorial Assembly did not correspond to the real needs of the Territory, since the Assembly had no legislative powers, and that the budget and the taxes which were voted by the Assembly were controlled by the Ministry of Overseas Territories in France and approved by the French Conseil d'Etat.

74. The extent to which the Administering Authority at present envisages enlarging the powers of the Territorial Assembly has been mentioned above. The progressive extension of the powers of the Assembly in the field of legislation seemed to be a widespread demand in the Territory.
(b) Conseils de circonscription

75. The conseils de circonscription, or district and local councils, came into being on the basis of the arrêté of 16 July 1951; they supplanted the former councils of notables (conseils de notables). The conseils de circonscription which function in each cercle and sub-division must be consulted on different kinds of taxation, the establishment of draft budgets, the planning and execution of public works, health and sanitation measures, the establishment of new schools, dispensaries and maternity centres and the modification of sub-district and village boundaries. These Councils may also be consulted on any question concerning which the Administering Authority considers that their views may be useful and they may express their wishes on social, economic and general administrative questions. If a Council reaches an unfavourable decision on any proposal of the Administering Authority, the Council may be asked to re-examine the matter; in the event that its views are maintained, the Administering Authority is empowered to decide on the question at issue, subject to any powers of the Territorial Assembly on the question.

76. The Mission was informed that in June-July 1952 the conseils de circonscription examined in each administrative area the local budget, works programme and rate of local road taxes.

77. Unfortunately, none of the conseils de circonscription were in session during the Mission's visit in the Territory and the Mission is also not in a position to comment on their actual operation. The Mission met several members of the councils, however, and gained the impression that they were well informed as to the functions of the new bodies.

78. The Mission recalls the recommendation 1/ of the Trusteeship Council adopted during its eleventh session in July 1952 which inter alia noted that a

draft law conferring still wider responsibilities on the conseils de circonscription was in preparation. The Mission notes that in the view of the Administering Authority the conseils de circonscription have thus far consultative powers only, but that it is contemplated to extend the powers of these councils in the framework of the respective regions. When the Mission was in the Territory in September 1952, the position was the same as had been reported to the Trusteeship Council by the Administering Authority.

(c) Communes-mixtes

79. At the time of the Mission’s visit to the Territory six towns had municipal status (commune-mixte), namely, Lomé, Tsévié, Anécho, Palimé, Atakpamé and Sokodé. The town of Tsévié was raised to the status of a commune-mixte in 1952.

80. Each commune-mixte possesses an elected municipal commission presided over by the mayor which, like the councils in metropolitan France, has a deliberative voice and whose powers in relation to budgetary questions are identical to those of the municipal councils.

81. In the view of the Administering Authority the communes-mixtes have practically full powers in the municipalities they administer as far as finances, taxes and communal administration are concerned. The only member of a municipal commission who is designated rather than elected is the mayor, and this for the reason that it is difficult to find another person who could give his full time to the administration of the commune and to following the execution of the decisions of the Commission.

82. The Mission noted that the population was greatly interested in the increase in the number of communes-mixtes, and gratitude in particular was expressed for the raising of the town of Tsévié to the status of a commune-mixte. The Mission heard also opinions to the effect that a commune-mixte should be created at Bafilo.
83. Various methods are applied to the selection of representatives on the various organs of the French Union and of the Territory itself.

84. One Togoland deputy is elected to the National Assembly on the basis of the law of 23 May 1951, which prescribes that the election shall be held in a single college. Two members of the Council of the French Republic are elected from the Territory on the basis of the law of 6 February 1952 by a single college and one member to the Council of the French Union is elected from the Territory by the local Assembly.

85. Elections to the Territorial Assembly are held on the basis of the new law of 6 February 1952 whereby a single college has been established in place of the double college. This law of 6 February 1952 also extends the electoral body so as to include all heads of households; it also determines electoral districts.

86. Since the term of the Representative Assembly elected in December 1951 expired on 30 March 1952, new elections were held in March 1952 with the following results:

<table>
<thead>
<tr>
<th>Circonscriptions</th>
<th>Enrolled</th>
<th>Voting</th>
<th>Abstentions (percentage)</th>
<th>Populations du Nord Togo</th>
<th>Parti togolais du Progrès or Comité des Chefs et des Comités de l'Unité togolaise</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lomé</td>
<td>5,958</td>
<td>4,187</td>
<td>30</td>
<td>3,234</td>
<td>1,557</td>
</tr>
<tr>
<td>Taévié</td>
<td>3,867</td>
<td>3,161</td>
<td>18</td>
<td>1,557</td>
<td>1,523</td>
</tr>
<tr>
<td>Anécho</td>
<td>10,523</td>
<td>7,480</td>
<td>28</td>
<td>5,641</td>
<td>1,523</td>
</tr>
<tr>
<td>Klouto</td>
<td>3,798</td>
<td>3,128</td>
<td>17</td>
<td>909</td>
<td>2,199</td>
</tr>
<tr>
<td>Atakpemé</td>
<td>2,819</td>
<td>2,110</td>
<td>25</td>
<td>992</td>
<td>1,067</td>
</tr>
<tr>
<td>Akposso</td>
<td>1,142</td>
<td>921</td>
<td>19</td>
<td>331</td>
<td>581</td>
</tr>
<tr>
<td><strong>Total for the South</strong></td>
<td><strong>28,107</strong></td>
<td><strong>20,987</strong></td>
<td><strong>25</strong></td>
<td><strong>10,493</strong></td>
<td><strong>10,161</strong></td>
</tr>
</tbody>
</table>

| Sokodé           | 4,906    | 4,212  | 14                       | 3,687                    | 489                             |
| Bassari          | 2,554    | 2,367  | 7                        | 2,349                    |                                 |
| Lama-Kara        | 5,001    | 4,398  | 12                       | 4,398                    |                                 |
| Mango            | 4,871    | 4,617  | 5                        | 4,617                    |                                 |
| Dapango          | 5,476    | 5,323  | 3                        | 5,323                    |                                 |
| **Total for the North** | **22,808** | **20,917** | **8** | **20,374** | **489** |

**Total for the Territory as a whole**

|                  | 50,915   | 41,904 | 18 | 30,867 | 10,650 |
87. Thus, the results of the elections were as follows: out of 15 seats allotted to the South nine were won by the Comité de l'Unité togolaise and its supporters¹¹ and six by the Parti togolais du Progrès and its supporters;²² all the 15 seats allotted to the North were won by the Union des chefs et des Populations du Nord Togo.

88. Elections to the conseil de circonscription are held on the basis of an arrêté of 16 July 1951 according to which elections are conducted in two stages; at the first stage each village designates, in accordance with the customs in use for the designation of chief of the village, one secondary elector for the village and one for each 100 inhabitants. In the second stage these electors, who constitute the electoral college, elect the actual members of the respective conseils de circonscription.

89. As a result of elections to the conseil de circonscription conducted on this basis in August-September 1951, 48 seats in the South were won by the Parti togolais du Progrès and 22 by the Comité de l'Unité togolaise while in the North all 32 seats were won by the Union des Chefs et des Populations du Nord Togo. In the view of the Administering Authority, the elections to the conseils de circonscription were less marked by political considerations than the elections to the Territorial Assembly.

90. Elections to the municipal commissions are held by direct, universal suffrage. Each council is, in practice, composed of indigenous inhabitants only, with the exception of the municipal commission at Sokodé where one member is a European missionary.

91. The Mission draws attention to the large number of elections - six general and four local - which were held during the relatively short period of time from April 1950 to July 1952:

¹¹ Six seats were won by candidates of the Comité de l'Unité togolaise, two by pro-Comité de l'Unité togolaise candidates of the Union pour la Défense des Intérêts locaux and one by a pro-Comité de l'Unité togolaise candidate of the Union des Syndicats.

²² Five seats were won by candidates of the Parti togolais du Progrès and one by a pro-Parti togolais du Progrès candidate of the Union pour la Défense des Intérêts locaux.
9 April 1950 - Additional elections to the Representative Assembly to replace one delegate from the Circonscription of Anécho.

22 October 1950 - Elections to the Enlarged Consultative Commission for Togoland Affairs.

19 November 1950 - Additional elections to the Representative Assembly to replace one delegate from the Circonscription of Atakpamé.

19 November 1950 - Municipal election in Lomé and Anécho.

17 June 1951 - General elections to the National Assembly.

9 December 1951 - Elections to renew the Representative Assembly.

30 December 1951 - Second poll in the Circonscription of Lomé.

30 March 1952 - Elections to establish the Territorial Assembly.

16 May 1952 - Election of the Senator.

June-July 1952 - Elections to the Conseils mixtes.

92. Three problems in connexion with suffrage were brought to the attention of the Mission and were carefully investigated by it. These problems referred to the unduly small number of voters inscribed on the electoral lists; to the unsatisfactory distribution of electoral cards; and to the inadequate revision of electoral cards, including the right of appeal against the rulings of the commissions which deal with this matter.

93. The Mission considered that all these problems are of a serious nature and that they concern the representation of various groups of the Territory. It recalls that a judicial inquiry on the question of elections was carried out by the Procureur général, Mr. Baptiste, the findings of whom are summarized in paragraph 58 of the special report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952 on the Ewe and Togoland unification problem (T/1034). During the Mission's stay in the Territory no elections to any of the elected bodies were conducted; therefore the Mission did not have the opportunity of investigating the problems mentioned above in the most favourable conditions possible, but despite these difficulties, the Mission is able to make certain observations.
Thus, the results of the elections were as follows: out of 15 seats allotted to the South nine were won by the Comité de l'Unité togolaise and its supporters;¹ and six by the Parti togolais du Progrès and its supporters;² all the 15 seats allotted to the North were won by the Union des chefs et des Populations du Nord Togo.

Elections to the conseil de circonscription are held on the basis of an arrêté of 16 July 1951 according to which elections are conducted in two stages; at the first stage each village designates, in accordance with the customs in use for the designation of chief of the village, one secondary elector for the village and one for each 100 inhabitants. In the second stage these electors, who constitute the electoral college, elect the actual members of the respective conseils de circonscription.

As a result of elections to the conseil de circonscription conducted on this basis in August-September 1951, 46 seats in the South were won by the Parti togolais du Progrès and 22 by the Comité de l'Unité togolaise while in the North all 52 seats were won by the Union des Chefs et des Populations du Nord Togo. In the view of the Administering Authority, the elections to the conseils de circonscription were less marked by political considerations than the elections to the Territorial Assembly.

Elections to the municipal commissions are held by direct, universal suffrage. Each council is, in practice, composed of indigenous inhabitants only, with the exception of the municipal commission at Sokodé where one member is a European missionary.

The Mission draws attention to the large number of elections - six general and four local - which were held during the relatively short period of time from April 1950 to July 1952:

¹ Six seats were won by candidates of the Comité de l'Unité togolaise, two by pro-Comité de l'Unité togolaise candidates of the Union pour la Défense des Intérêts locaux and one by a pro-Comité de l'Unité togolaise candidate of the Union des Syndicats.

² Five seats were won by candidates of the Parti togolais du Progrès and one by a pro-Parti togolais du Progrès candidate of the Union pour la Défense des Intérêts locaux.
9 April 1950 - Additional elections to the Representative Assembly to replace one delegate from the Circonscription of Anécho.

22 October 1950 - Elections to the Enlarged Consultative Commission for Togoland Affairs.

19 November 1950 - Additional elections to the Representative Assembly to replace one delegate from the Circonscription of Atakpamé.

19 November 1950 - Municipal election in Lomé and Anécho.

17 June 1951 - General elections to the National Assembly.

9 December 1951 - Elections to renew the Representative Assembly.

30 December 1951 - Second poll in the Circonscription of Lomé.

30 March 1952 - Elections to establish the Territorial Assembly.

16 May 1952 - Election of the Senator.

June-July 1952 - Elections to the Conseils mixtes.

92. Three problems in connexion with suffrage were brought to the attention of the Mission and were carefully investigated by it. These problems referred to the unduly small number of voters inscribed on the electoral lists; to the unsatisfactory distribution of electoral cards; and to the inadequate revision of electoral cards, including the right of appeal against the rulings of the commissions which deal with this matter.

93. The Mission considered that all these problems are of a serious nature and that they concern the representation of various groups of the Territory. It recalls that a judicial inquiry on the question of elections was carried out by the Procureur général, Mr. Baptiste, the findings of whom are summarized in paragraph 58 of the special report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952 on the Ewe and Togoland unification problem (T/1034). During the Mission's stay in the Territory no elections to any of the elected bodies were conducted; therefore the Mission did not have the opportunity of investigating the problems mentioned above in the most favourable conditions possible, but despite these difficulties, the Mission is able to make certain observations.
As to the number of voters inscribed on electoral lists, the Mission wishes to recall that the Trusteeship Council at its ninth session noted with satisfaction that considerable progress had been made in increasing the number of electors in the Territory during the period under review; it notes also that the number of electors further increased during the elections held on 30 March 1952 during which 50,915 persons were enrolled on the electoral lists and 41,904 cast votes. The Mission notes also a statement made by the Administering Authority to the Mission that the number of electors would probably exceed in the near future 100,000 or even perhaps 120,000.

It was, however, stated by the Comité de l’Unité togolaise that the electoral lists were restrictive and that with a population of one million inhabitants only some 51,000 persons were inscribed on the electoral lists whereas in Dahomey, where the population totalled 1,400,000, more than 400,000 persons were inscribed.

As to the question of the distribution of electoral cards it was explained that commissions on which each candidate is represented are constituted for the purpose of arranging for the distribution of electoral cards. The legislation does not stipulate that the commissions themselves should deliver the cards to the individual electors. That being so, it was agreed that the commissions should arrange the distribution of electoral cards by whatever methods they considered best suited to the widely varying local conditions, and that they should take their decision on this point by a majority vote. Thus, in urban centres the commissions themselves were able to deliver the cards to electors who applied at the town hall. But in villages in outlying districts, the commissions did not have time, in the period allowed them, to go from village to village, since a large number of villages were widely scattered and sometimes far from any road. The commissions would have required a period of several months to do that. Moreover, even if the commissions had time to go from village to village, they would have had no satisfactory way of checking the identity of the electors, short of inquiring from the canton or village chief, as the only person officially qualified to give the information and in a position actually to know the people under his administration.

In the view of the Administering Authority the commissions could not seriously consider summoning the electors to certain fixed places to collect
their cards; in view of the distances involved and the slight interest taken by some of the people in electoral matters, a large number of cards would not have been collected. Furthermore, the absence of any check on identity which was only possible at the village level, would have left the way open for all sorts of fraud. In these circumstances, the commissions really had no choice but to arrange for identities to be checked and for cards to be physically delivered through the chiefs of cantons or chiefs of villages, who were the only official intermediaries and, incidentally, responsible under existing regulations for the delivery of all administrative documents. These chiefs who took part in the delivery of electoral cards as described above were designated without regard to their political affiliation; chiefs who were candidates for election were scrupulously left out of these operations.

98. On the other hand the Mission heard complaints that the commissions composed of candidates of the opposing parties and the representative of the Administering Authority were powerless, since the one member of the political party representing the Parti togolais du Progrès always voted with the representative of the Administering Authority and thus the representative of the Comité de l'Unite togolaise was always in the minority.

99. Regarding the revision of electoral lists, in particular in the district of Anécho, and the right to appeal against the rulings of the commissions for the revision of electoral lists, the Mission notes that it was the function of the commissions for the revision of electoral lists to require whatever guarantees they considered necessary both as regards the identity of the electors and as regards the evidence they required to corroborate the status of electors. It had been found by the Administering Authority upon investigation that the rejection of certain applications for registration in the electoral lists in the Anécho cercle was due to failure on the part of the applicants to produce any evidence in support of the applications. The persons concerned appealed to the court against the rulings of the commissions for revision of electoral lists and the court dismissed their appeal for the same reason.

100. As to the appeal against rulings of the commissions, the Court of the First Instance, which heard appeals relating to the revision of electoral lists, called first for the production of the decision of the commission concerned.
101. On the other hand, it was alleged that actually an appeal against the
decision of the commission for revision of electoral lists was only possible
so long as additional proof could be furnished by the electors to the Appellate
Court, and that the electoral lists could give the Administration a completely
free hand to favour their candidates, particularly in view of the fact that
these lists were always revised before important elections.

102. In the view of the Administering Authority, at the time of the annual
revision of 1952, nearly all adverse rulings were the subject of appeals to the
court; this fact made clear that appeals were possible. Moreover, even on the
assumption that the commission omitted or refused to give a decision in a
particular case, the rules and practice categorically required that the court
take up the case directly.

H. Participation of indigenous inhabitants in the
administration of the Territory

103. At the time of the Mission's visit to the Territory there were 223 employees
in higher categories of the administrative services, as compared with 185 in
1950, and 4,627 employees in lower categories as compared with 5,052 in 1951.
There were 154 women employees. The Europeans serving in the Administration
were all French; 101 of them occupied higher posts and 7 lower posts. The
Mission met an African who was serving as administrative officer of a sub-
division (chef de sub-division), viz. of Akposso-Plateau and was informed that
at Palime the Police Commissioner of the Commune-mixte is a Togolander.

104. The main political parties brought to the attention of the Mission that
the number of Africans in responsible positions was very small, and requested
the Mission to recommend the Africanization of the civil staff, an independent
Togoland civil service and greater participation by Africans in high positions
in the Administration.

105. The Mission investigated this problem and notes that the ultimate aim of
the Administering Authority is so to organize the administration of the Territory
that the participation of the indigenous inhabitants would be complete. The
indigenous inhabitants needed for the administration of the Territory are now
being trained. About two hundred persons are taking higher education courses
in France and would be the first persons able to take part in the administration
of the Territory and able to give a good start to all the new political institutions. The Administration of the Territory is at present predominantly in the hands of Europeans and the number of Africans in senior positions is small.

106. The Mission appreciates the difficulties of training Africans to the higher positions in the Administration, brought about in part by the recent war, and points out that in some cases educated Togolanders prefer occupations other than those in civil service. The situation seems to be at present understandable, but the Mission, recalling the recommendations of the Trusteeship Council adopted on the subject during its ninth and eleventh sessions, is of the opinion that the Administering Authority should further intensify the training of Africans so as to comply with the wishes expressed by both political groups for greater participation by Africans in higher positions in the Administration.

I. Judicial system

107. The private judicial system is applied in the Tribunal of First Instance at Lomé. The indigenous jurisdictional system is applied in tribunals of first and second degree throughout the Territory. Appeals from the judgment of these courts go before the Tribunal colonial d'appel at Lomé. Judgments of this Tribunal may be taken to the Chambre d'annulation de la cour d'appel which since the beginning of 1952 has been transferred from Dakar to Abidjan.

108. The Mission notes that since 1952, three new indigenous tribunals have been created viz. in Kévé, Capé and Agbatopé (cercle of Lomé) and the creation of two other indigenous tribunals is contemplated viz. in Noépé (sub-division of Tsévié) and at Kédougou (sub-division of Bassari).

109. The public judicial system which is French is applied in the Tribunal correctional at Lomé. There are also three justices de paix at Anécho, Atakpamé and Sokodé, as well as the appeals court and the court at Lomé.

110. During 1952 there were more Africans than French citizens in the Juries which served in the Territory.

111. The Mission visited the offices of the Juge de paix à attributions correctionnelles limitées at Atakpamé and at Sokodé and the office of the Judge at Lomé and gained from them further information on the operation of the judicial system in the Territory.
112. The Mission was faced with the problem of the separation of power, particularly in the sense that professional judges had not been appointed and that the *juges de paix* were often administrative officials; that only French citizens might be allowed to become magistrates; and that lawyers, the number of whom was limited in the Territory, were not free to exercise their occupation since they were nominated by the *Commissaire de la République*.

113. As to the division of powers the Mission notes that the separation of powers is the principle of the judicial organization of the Territory and if any administrative officer performs judicial functions, he ceases to perform his administrative functions as long as he is detached for judicial services. Moreover, the court of Lomé alone has about ten professional judges at the moment and that some assistant administrators were only temporarily appointed magistrates for a few months owing to lack of staff. These exceptional measures had already come to an end in the case of the courts of Atakpamé and Sokodé, where a professional judge had not taken over. It was expected that at Aného a magistrate, a professional judge, would be appointed soon and that on his arrival all the judicial appointments in the Territory would be held exclusively by professionals.

114. As to the requirement that magistrates be French citizens, the Mission notes that according to the legislation in force, only French citizens (Europeans or indigenous inhabitants having French civil status) can be appointed as professional judges. This condition of citizenship is not required from lawyers and auxiliaries of justice.

115. The Mission is of the opinion that the Administering Authority should take the necessary measures to remove obstacles which would prevent Togolanders from becoming judges or magistrates in the Trust Territory and is of the opinion that it should not be necessary in the Trust Territory to be a French citizen in order to be a judge or magistrate.

116. As to the problem of free exercise of the profession of lawyer and their number in the Territory, the Mission notes that there are at present regulations governing the legal profession and that the number of lawyers is limited. A lawyer is not admitted to practice except on the advice of the Appeals Court and of the head of the judicial service; admission can only be refused for very weighty reasons as, for example, those relating to the applicant's integrity.
As far as was known to the Administering Authority no application had ever been rejected or delayed in the Territory. The fact that the legal profession was not entirely free was in the view of the Administering Authority not peculiar to the Territory and there were very sound reasons for this regulation in a Territory where part of the population had not yet attained a sufficient degree of education and advancement; it was essentially a measure for the protection of the mass of the population.

117. As to the limitation of the number of lawyers, the Mission notes that this regulation was based principally, in the view of the Administering Authority, on the desire to avoid an excessive rise in the cost of legal proceedings which might be caused by an abnormal increase in the number of lawyers; however this limitation had not thus far led to the rejection of any applicant for admission and it was obvious that the authorized number of lawyers could easily be increased.

118. The Mission feels that the exercise of the legal profession should not depend on any act on the part of the executive power, but should lie exclusively with higher judicial authorities.

J. Freedom of expression, freedom of assembly and freedom of movement

119. On the question of freedom of expression, freedom of assembly and freedom of movement, the views of the Mission are divided.

120. On the one hand, two members of the Mission regret that because of the general situation in the Territory and the atmosphere in which they found themselves while they were there, as well as in the light of the complaints contained in the large number of communications received in the Territory concerning the actions of the Administering Authority affecting freedom of expression, freedom of assembly and freedom of movement, they find it difficult to express satisfaction on the matter.

121. However, they did not in any way overlook the fact that much of the political tension which gave rise to many complaints about the infringement of human rights and fundamental freedom was largely due to misunderstanding between the Administering Authority and leaders of some of the political parties.
On the other hand, it appeared to one member of the Mission that the political atmosphere in Lomé was obviously not as calm as he would have desired it to be, since:

(a) the two main parties, the Parti togolais du Progrès and the Comité de l'Unité togolaise, whose platforms are diametrically opposed, have confronted each other at 11 elections organized in the Territory during the last three years;

(b) the Comité de l'Unité togolaise which is allegedly supported by influences foreign to the Territory and which certainly finds encouragement in the communist press, has been faced with decreasing power in the last few years and adopts a hostile attitude towards the Administering Authority and obviously towards its rival party. In dealing with the latter, it uses methods of a terroristic and fraudulent character;

(c) the Parti togolais du Progrès condemns the platform of the Comité de l'Unité togolaise, which it considers, does not serve the interests of Togoland, but is inspired by private interests. The methods used by the Comité de l'Unité togolaise against the Parti togolais du Progrès provoke on the latter's part a certain reaction;

(d) this situation obliged the Administering Authority to be constantly watchful in order to maintain public order while respecting the rights of all. With a view to maintaining order and in all fairness, the local Administration could not put at the disposal of the parties premises belonging to the Municipality of Lomé in which these groups wanted to organize meetings on the occasion of the arrival of the Visiting Mission, but it has never prohibited meetings.

The Mission had the impression that since May 1952 co-operation between the Administration and the leaders of the Comité de l'Unité togolaise had improved slightly and endeavours are being made to bring about still further improvements. However, the special circumstances brought about by the Mission's investigation of the unification question demonstrated there are still sharp cleavages between the Administration and the Comité de l'Unité togolaise on some major issues.
The Mission is of the opinion that all-level close co-operation between the Administering Authority and the people is essential to future development of the Territory towards self-government or independence. In this respect, leaders of political parties will necessarily have an important role to play, but this role must needs be a constructive one. As regards the views of the Comité de l'Unité togolaise and of the Mouvement de la Jeunesse togolaise "Juvento" which are generally critical of the Administering Authority, a résumé together with the comments of the Administering Authority has been included in the Mission's special report on the Ewe and Togoland unification problem (T/1034) and therefore will not be repeated here. In this report, the Mission does not propose to make a detailed study of all the communications received. However, while in the Territory, the Mission's attention was drawn particularly to allegations regarding bodily injuries and arrests and imprisonment of supporters of the Comité de l'Unité togolaise and of the Mouvement de la Jeunesse togolaise "Juvento" and in the light of what it saw on the spot, the Mission suggests that the Administering Authority take appropriate measures to ensure that the police detailed to maintain law and order not overstep their authority. In the case of arrests and imprisonment, the Mission had made a thorough inquiry into the matter and found, much to its regret, that many allegations contained inaccurate statements, as a number of the people who were said to have been under arrest had in reality never been even called to appear before the Court or Magistrate. In the case of alleged forgeries the Mission also made investigation, the result of which indicated that there were 38 such known cases.
CHAPTER II. ECONOMIC ADVANCEMENT

A. General

127. In travelling through both the southern and the northern parts of the Territory, the Mission was able to observe the different economic characteristics of these two main parts. They have in common a basically agricultural economy, characterized on the whole by relatively primitive methods.

128. The country is a rather poor one; it is not well irrigated and this and other factors, including the quality of the soil, make the development of agriculture particularly difficult. There is a lack of pastural land, and the number of cattle in the Territory is not large. The only mineral resources known to exist in the Territory are the chromites of Mount Ahito, near Chra, which have been recently surveyed and some bauxite deposits which have not yet been explored. None of these minerals has as yet been exploited. Existing industries are so far unimportant, but very promising steps in industrialization of the Territory have been taken by the building of a palm-oil factory at Alkouégé and of a tapioca factory at Ganavé in the district of Anécho. The Mission gained the impression, however, that the Territory has considerable forest resources and that teak trees flourish in many places.

129. The most important agricultural and other products which were exported in 1951 from the Territory are given in the following table:

<table>
<thead>
<tr>
<th>Product</th>
<th>Quintals</th>
<th>Value</th>
<th>Per cent of value to the total value of exports</th>
</tr>
</thead>
<tbody>
<tr>
<td>cocoa</td>
<td>52,500.5</td>
<td>640,733,000 frs. CFA ($3,660,000)</td>
<td>23.7</td>
</tr>
<tr>
<td>coffee</td>
<td>34,320</td>
<td>555,204,000 &quot;  &quot;  ($3,170,000)</td>
<td>20.6</td>
</tr>
<tr>
<td>cotton</td>
<td>21,874.5</td>
<td>369,604,000 &quot;  &quot;  ($2,110,000)</td>
<td>13.6</td>
</tr>
<tr>
<td>copra</td>
<td>62,121</td>
<td>268,524,000 &quot;  &quot;  ($1,640,000)</td>
<td>10.6</td>
</tr>
<tr>
<td>palm-kernels</td>
<td>75,259.5</td>
<td>266,346,500 &quot;  &quot;  ($1,520,000)</td>
<td>9.8</td>
</tr>
<tr>
<td>groundnuts</td>
<td>34,730.5</td>
<td>149,231,000 &quot;  &quot;  ($ 830,000)</td>
<td>5.3</td>
</tr>
<tr>
<td>dried and salted fish and shrimp</td>
<td>14,766</td>
<td>89,823,000 &quot;  &quot;  ($ 510,000)</td>
<td>3.3</td>
</tr>
<tr>
<td>karité (shea butter)</td>
<td>22,640.5</td>
<td>61,472,500 &quot;  &quot;  ($ 350,000)</td>
<td>2.2</td>
</tr>
<tr>
<td>kapok</td>
<td>3,417.5</td>
<td>57,530,500 &quot;  &quot;  ($ 330,000)</td>
<td>2.1</td>
</tr>
</tbody>
</table>
130. Cocoa and coffee, as well as copra, kernels and dried and salted fish and shrimp, were exported from the South, and the other products from the North of the Territory, which also produces guinea corn and maize, the main food crops for the local population.

131. As far as cocoa and coffee are concerned it is difficult to foresee any great expansion in the cultivation of these products, since cocoa can only grow in well-shaded mountainous regions and the development of coffee is restricted to the region of the Basse-Cote where the land is suited to the cultivation of that crop. The plantations of cocoa and coffee are in the hands of the indigenous population and since the harvests are regular they bring continuous profit to them. The cultivation of groundnuts also brings to the indigenous population considerable gains. The Mission saw in Bombouaka, on the road from Sansa-Mango to Dapango, a large groundnut farm, and was informed that the cultivation of this crop was an important source of wealth in the region.

132. Kapok and cotton are also produced in the North, but the cultivation of kapok was not expanded during the last year, largely because there was little demand for this product on the world market.

133. During the year 1951-52 cultivation of rice was also started in the northern part of the Territory.

134. In the view of the Chamber of Commerce the development of some parts of the Territory, particularly in the north, would be helped by the construction of roads to centres of production. The Mission notes that a start has already been made in this direction by the building in 1952 of 80 kms. of new roads in the northern part of the Territory.

135. The years 1950 and 1951 were years of prosperity in the Territory, but the year 1952 brought a fall in the world market prices of the main agricultural products exported from the Territory. Therefore, the income of the indigenous inhabitants was reduced during this period of time. This, in turn, resulted in a decrease both in their purchasing power as well as in the volume of imports entering the Territory.

136. In the view of the Chamber of Commerce, the Administering Authority has introduced in the Territory a policy designed to encourage from year to year the cultivation of those agricultural products whose price had increased on the world market and of those for which the demand had exceeded the supply in the
past. This had been made possible by the wide diversification of agricultural cultivation in the Territory, with which the Mission was impressed.

137. The Mission notes that the main economic problem of the Territory is to increase its exports sufficiently to secure an adequate supply of the manufactured goods which have to be imported into the Territory and which are essential to its economic development.

138. The economic development of the Territory is based on the ten-year plan of FIDES created by law of 30 April 1946, the aim of which is:

(a) the development of agricultural production;
(b) the development of transport and communications;
(c) the development of social and educational facilities.

139. The total expenses foreseen for the ten-year period amount to 5,816,070,000 frs. CFA ($33,230,000) of which 63.65 per cent is allocated for economic development and 36.35 per cent for social development.

140. By 30 June 1952 the following credits had been granted to the Territory:
- authorization for commitments 2,485,414,000 frs. CFA ($14,200,000)
- credits for payment 1,799,954,000 frs. CFA ($10,280,000)

Thus the Territory had received 42 per cent of the total expenditure foreseen and 30 per cent of credits of payments of the same total.

141. The contribution of the Territory and of the metropolitan country to the development plan is as follows:

<table>
<thead>
<tr>
<th>Expenditure on economic development</th>
<th>Territory</th>
<th>Metropolitan Country</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>50</td>
<td>50</td>
</tr>
<tr>
<td>Expenditure on social development</td>
<td>34</td>
<td>66</td>
</tr>
</tbody>
</table>

B. Agriculture

142. The Mission during its stay in the Territory visited farm schools and pilot centres and other agricultural schools in Tové, Kolokopé, Malcafassa, Defalé, Dapango and Borkoissi. These schools and pilot centres were demonstrating the best farming methods for Africa, and encouraging better farming by gifts of equipment such as ploughs, carts and oxen.
143. The farm school at Tové was opened in 1924 and is now subsidized from FIDES. It teaches modern methods of cultivation and is expected to become the seed-breeding centre for the whole of the Territory, particularly for coffee, palm-oil and fruit trees.

144. The aim of the Kolokopé station for the selection of cotton, which was opened in 1949 is to choose types of cotton that resist best a devastating infection known as "black arm". Otherwise superior imported types proved unable to resist black arm, so the station now concentrates on improving local cotton, and increasing its production.

145. At Malcafassa the Mission visited a model horticultural farm demonstrating new systems of irrigation of fields and the use of manure. In Sotoboua it saw a model farm, opened in 1948, where indigenous inhabitants are primarily taught how to handle cattle and, through selection, improve the stock. In Defale the Mission visited an experimental agricultural station, opened in 1950, where coconut plants are grown and where instruction in fertilizing and other agricultural aids are given. The Mission also saw there model stables and new irrigation schemes and was informed that 48 oxen carts had been distributed free. In the North, where there are four pilot centres and farm schools, the Mission visited the agricultural farm near Dapango where vaccinations are prepared for cattle in the cercles of Mango and Dapango and where up to 35,000 cattle are vaccinated yearly, and the pilot farm at Borkoissi, comprising a typical indigenous farm where people are taught improved methods of agriculture.

146. The Mission notes that the Administering Authority is giving increasingly effective aid to agriculture through allocations made to the local budget, supplemented by funds received from FIDES. Large quantities of selected plants and high-grade seeds are distributed free of charge. In 1951 the following seeds and plants were distributed in villages: cotton seeds 761 tons; palm-trees 49,350 plants; coconut palms 37,810 plants; coffee-trees 108,152 plants; kapok 197,152 plants; fruit trees and others 19,976 plants.

147. Some mineral fertilizers for cassava and coconut plantations are also distributed free to farmers at Lomé and Anécho. A campaign was conducted against the scolytus coffee pest, the oryctes palm-tree parasite and campaigns against maize blight and coffee blight were intensified, the latter by ordering a large quantity of equipment.
148. Agricultural production is assisted in the Territory through the Compte de Soutien et d'Equipement de la Production locale which has been operating since 1948. The coffee section of this fund is financed by a tax of ten francs per kilogramme of coffee. An action programme commencing in 1952 envisages an expenditure of 31,000,000 frs. CFA ($177,000), 15,000,000 frs. CFA ($8,500) of which will be used by the Service de l'Agriculture et des Eaux et Forêts for the development and protection of crops and 16,000,000 frs. CFA ($9,100) spent on the completion of roads in order to facilitate the transportation of coffee to market. The cocoa section of this plan envisages the expenditure of 36,650,000 frs. CFA ($209,000) over a period of three years and will include measures to improve production (studies and research, anti-parasite campaigns) and public works (construction of roads, equipment and materials, installation of power lines). The coconut section, financed by means of a tax of 500 frs. CFA per ton paid by the dealers when they export the crop, has made it possible to start and put into operation an anti-oryctes campaign, and the cotton section has financed the transport of seed cotton.

149. Assistance is also given to agriculture through the Fonds commun des sociétés indigènes de prévoyance (SIP). Their aim is the establishment, supervision and organization of markets, seed distribution, well-drilling, shipment of agricultural products, mechanized coffee husking, mechanized palm-kernel crushing and so forth.

150. The Mission notes also that steps have been taken by the Administering Authority to encourage agriculture and to teach improved agricultural methods and, in particular, attempts have been made to replace the extensive farming methods by intensive farming. The prevailing system has been that land which has been used for one or more years is left idle by the indigenous inhabitants who move to other land which has not yet been cropped. The Administering Authority is endeavouring to do away with this wasteful system by introducing improved methods of agriculture, use of manure, use of draught animals, rotation of crops etc. The Mission saw intensive farming methods in the Cabrais country where manure was used in the cultivation of land, and noted that with the migration of Cabrais to the south and less populated regions in the east, these forms of agriculture are being introduced in other parts of the Territory.
151. As to mechanized farming methods, the Mission is convinced that these methods cannot be developed at present on an economical basis because of the poor quality of soil and because they would cause a serious threat to soil conservation. It also seems to the Mission that fertilization by means of chemicals can only act as a palliative in the maintenance of soil fertility, which must always be carefully continued with the use of stable manure, green manure and natural surface dressing. Chemical fertilizers alone cannot be used owing to the lack of humus. Moreover, they are not generally economical in the case of food crops, although of greater utility in the case of palm trees and coconut palms. The Mission was informed by the Administering Authority that many experiments have been made; one hundred tons of fertilizer have been distributed and used to familiarize farmers with them. Very promising results have been obtained in the case of the coconut palm and this has prompted a number of planters to ask for fertilizers to be supplied to them through the provident societies.

152. The development plan for the Territory contemplates in particular the extension of cultivation of cocoa, coffee, cotton and groundnuts, the first two being the chief agricultural products in the South, and the two last being the chief agricultural products in the North of the Territory. It also contemplates the increased cultivation of food and commercial crops in the centre of the Territory, particularly in respect of cotton.

153. Because of a fall of price of agricultural products of the Territory in the world market, which produced a decrease in the purchasing power of indigenous farmers in 1952, the Administering Authority has sought additional funds from FIDES.

154. The Mission is satisfied with the action taken by the Administering Authority in respect of agriculture and in particular congratulates it for the creation of farm schools and pilot centres, and the effective aid given to agriculture, seed distribution and agricultural education.

155. Expression of discontent were, however, heard in some areas, particularly as to the operation of the Fonds commun des sociétés indigènes de prévoyance (SIP).
156. As to a request for the fixing of prices of raw agricultural products, particularly cotton, cocoa and groundnuts and complaints received about the considerable decrease in the price of some of these products, particularly cotton (the price of which had decreased from 35 frs. CFA to 15 frs. CFA), the Administering Authority stated that the producer was very naturally concerned to obtain better prices for his produce and the Administering Authority would be failing in its duty if it did not help him to do so. There were several factors which merited consideration, however, foremost among them being the complete lack of price control, as a result of which Togoland production had to compete with world prices. In these circumstances higher prices could be obtained only if quality was improved. This problem, however, was not peculiar to the Territory. Since the Territory's production was not large enough to influence world prices, all that the Administering Authority could do - and it had not failed to do this - was to evolve and apply measures to ensure reasonably stable purchase prices throughout each season or for several seasons in succession. The producer, situated as he was at the end of the trade circuit, received in payment the difference between the c.i.f. price and the aggregate sundry charges (freight, insurance, trader's profit, fiscal duties and charges etc.) borne by his product. The Administering Authority informed the Mission that when it considered the price of the product to be unfavourable, it took prompt steps to alter these charges so as to keep purchase prices at a suitable level. These steps were, inter alia, the lowering of market-price value in assessing ad valorem duties (a step taken recently with regard to cocoa, karité, palm kernels, palm oil, copra and grated coconut); reduction of the export duty (kapok has recently benefited by this); and revision of railway freight and wharf charges (appreciable reductions have recently been granted in respect of cocoa, coffee, karité and foodstuffs). The Administering Authority had also taken other steps with regard to certain products such as solid vegetable oils and grated coconut, ranging from the imposition of quotas for foreign imports to the matching of those imports with those from French Overseas Territories. The Mission also notes that the Administering Authority had guaranteed the price of cotton at 21 frs. CFA.
157. The Administering Authority also stated that despite the disillusionment of the farmers, who would like the price of their crops to rise each year, their income was higher in 1952 than in 1946 as a result of the measures taken by the Administering Authority, such as assistance given to agriculture, crop rotation etc. Of interest is the following table furnished to the Mission by the Administering Authority:

<table>
<thead>
<tr>
<th>Crop</th>
<th>1946</th>
<th>1952</th>
</tr>
</thead>
<tbody>
<tr>
<td>Coffee</td>
<td>68.9</td>
<td>71.1</td>
</tr>
<tr>
<td>Cocoa</td>
<td>54.1</td>
<td>81.3</td>
</tr>
<tr>
<td>Palm kernels</td>
<td>68.1</td>
<td>69</td>
</tr>
<tr>
<td>Palm oil</td>
<td>67.1</td>
<td>68.1</td>
</tr>
<tr>
<td>Cotton</td>
<td>22.2</td>
<td>21.3</td>
</tr>
<tr>
<td>Groundnuts (shelled)</td>
<td>43</td>
<td>51.4</td>
</tr>
</tbody>
</table>

Relation between price paid to the producer and f.o.b. price (as a percentage)

158. The Mission considers that the Administering Authority might study the possibility of guaranteeing to the local producer a sufficiently stable remunerative price for his agricultural produce and is of the opinion that steps should be taken to supervise the prices paid by middlemen to the local producers in the bush.

159. The Mission was finally faced with several requests from the Northern part of the Territory for introduction of a free zone or a customs union between the Trust Territory and the French Territory of Haute Volta and was informed by the Administering Authority that this question was under consideration.

160. In reply to a complaint received in the Territory that indigenous inhabitants should be trained abroad under the auspices of the United Nations, the Administering Authority stated that the sending of farmers to countries with advanced agricultural systems for courses of instruction was out of the question at present, and that the effectiveness of such instruction would be more than doubtful in present circumstances. Although crop yields and fertility should be increased, it was equally important not to depart from the
traditional methods, improved by the lessons drawn from the experiments carried out on the farms and at the pilot centres. In the opinion of the Administering Authority it would do the farmer no good to observe methods which he would be unable to put into practice and which were probably not suited either to his soil or to his habits. Such courses might possibly be of some use only if they were given by teachers able to determine which foreign methods might be adapted to agriculture in the Territory.

C. Forests

(a) General

161. Nearly 40 per cent of the total surface of the Territory is covered by forests. The most important tree is the teak and the Mission observed numerous trees of this variety as it traveled through Togoland. It was introduced in the Territory by the Germans. Between 1927 and 1949 an area of 1,522 sq. kms. was planted with teak trees; during 1950 and 1951 132 sq. kms. was added to this area.

162. The Mission visited several afforestation projects, including the one at Togblékopé, and received explanations with regard to the steps taken by the forest department to fight fungus diseases. This is done by means of trenches as well as by planting various trees and shrubs imported from the Gold Coast, India, Burma, the Far East and other countries. Another tree seen here is resistant to fire and its cultivation is being developed as a means of restricting bush fires.

(b) Classification of forests

163. The classification of forests, which is effected by decree of the Commissaire de la République after discussion in the Territorial Assembly, has as its purpose the placing of forests under a system of restriction and special protection.

164. According to the annual report for 1951, classified forests covered an area of 65,000 hectares while the total area of all forests amounted to 105,000 hectares. According to the annual report for 1951 classification
of forests was made with full approval of the population. Since the beginning of 1952 four new forest areas have been classified with the full approval of the adjacent populations. These forests totalled 39,000 hectares and comprised the forest on Mont Balam in the Cercle of Atakpamé (3,425 ha.), the forest of Togodo in the Cercle of Anécho (18,000 ha.), the forest of Tchilla-Monota in the Cercle of Atakpamé (13,700 ha.) and the forest of Lili in the Cercle of Lomé. The wishes of the population were ascertained through the Chef du Service des Eaux et Forêts who conferred with the conseil de circonscription.

165. It is the view of experts as well as of the Administering Authority that in a relatively densely populated area (25 inhabitants per square kilometre) a forested zone representing 10 per cent of the total area is satisfactory and that the percentage of forest cannot be allowed to drop below 3 per cent without seriously endangering the country's future. The forests of the Territory represent less than 4 per cent of the total area, therefore it is considered that the recommended percentage is far from having been reached. All classified forests of the Territory are situated in sparsely populated areas and comprise essentially forest land. Their protection is essential as their cultivation would result in total and immediate impoverishment of the soil.

166. On the other hand the Mission was faced with several complaints that decisions of the Administering Authority to consider some areas as forest reserve were unjust and it was alleged that in areas of considerable population density, the Administering Authority had seized several hectares of fertile land and designated it "classified forest".

(c) Palm trees

167. The felling of oil palm trees is regulated by Order No. 652/AE of 23 November 1943, issued in application of the Forestry decree of 5 February 1938. Licences are granted only in the interest of the rational management of plantations and are issued subject to the following requirements: "a representative of the Agricultural Services, or an official of the same rank, shall select and mark the palm trees to be felled". The felling licences are issued by the Head of the Agricultural District and are countersigned by the Head of the Administrative District.
168. In reply to the complaints received by the Mission that steps should be taken to select palm trees which might be felled and those which might not, that permission to fell palm trees depended on good relations between the farmer and the Commandant de la subdivision and not on the state of the plantation, that forest regulations were discriminatory against the members of the Comité de l'Unité togolaise as such, that foresters passed through the farm of indigenous inhabitants without reason or necessity, that members of the Comité de l'Unité togolaise were not permitted to fell palm trees and that if they did so; they had to pay a fine of 300 frs. CFA and that the same was true in respect of other trees which were used by joiners, the Administering Authority stated that some applications for felling palm trees were rejected because conditions regarding the clearing of undergrowth and clearing of the ground were not fulfilled. It further stated that those operations formed the basis for the rational management of plantations and, if followed by steps to regulate the density of the plantation, might double the production of fruit in two or three years. In most cases the felling of palm trees was carried out only on a very small scale in connexion with the growing of food crops between the trees. Food crops were not affected and the method was, on the contrary, highly recommended. It would henceforth be greatly encouraged by the use of mechanical equipment in plantations in the vicinity of the modern oil works at Alokouégbé. As a general rule, Togoland farmers regarded the palm tree not as a source of oil but as a producer of palm wine which yielded a substantial immediate cash return. They consequently destroyed the best specimens and maintain too high a density for the other trees, thus very quickly reducing the potential fruit production. The present regulations, although too often evaded, made it possible to carry out and to encourage rational management. They also afforded an essential means of protection against abuse. Realizing this, the delegates of the Territorial Assembly had set up control commissions in each Cercle consisting of members of the boards of directors of the indigenous provident societies and of the delegates to the Territorial Assembly to study the question of the felling of oil palms and to submit any suggestions or objections in regard to it. The maintenance and the development of palm plantations was the more desirable because the palm tree, like all perennial crops, was an important factor in soil conservation.
D. Chamber of Commerce

169. In 1921 a Chamber of Commerce was instituted in the Territory. One of its main functions is to provide information to the Commissaire de la République and to different councils, committees or commissions created in the Territory, on all questions relating to commerce and industry. By an arrêté of 3 December 1951 Togolanders are eligible to the posts of the president and treasurer of the Chamber of Commerce which until then had been reserved for French citizens.

170. At the time of the Mission's visit to the Territory the Chamber of Commerce was composed of ten members five of whom were French citizens, and two were Togolanders.

171. During the last two years the Chamber of Commerce has subsidized commercial educational courses which enable students to receive a diploma in commercial science. The Chamber of Commerce has also recently built a warehouse for the storage of export products which are sent by sea.

172. The Mission had a long meeting with the Chamber of Commerce in order to obtain its views on the economic situation in the Territory. It wishes to express its appreciation to the president and to the members for the extensive information received which enabled the Mission to obtain a clearer picture of the economic development of the Territory. Relevant views of the Chamber of Commerce have been incorporated in the body of this report.

173. In view of some requests that an Agricultural Chamber of Commerce be created in order to defend the interests of indigenous inhabitants, the Administering Authority informed the Mission that the question of attaching an agricultural section to the existing Chamber of Commerce was at present being studied. It added that this study was already so far advanced that the report might be expected to appear early in 1953.

E. Trade

174. The most significant feature of the economy of the Territory during 1951 was the favourable balance of trade, and resulting from it, a favourable balance of foreign exchange. This balance with France was particularly favourable. Trade in 1951 was principally between the Territory and France.
According to the information received by the Mission 61 per cent of the total tonnage and 65 per cent of the total value of exports went to France and their overseas territories, while the tonnage of imports from France amounted to 46 per cent and its value to 50.2 per cent of the total. Twenty-five and four-tenths per cent of the total tonnage and 7.7 per cent of the total value was exported to the Gold Coast and 9.7 per cent of the total tonnage and 8.7 per cent of the total value was imported from that Territory. Nearly 11 per cent of the value of total exports went to the United Kingdom.

175. However, the situation changed in the first half of 1952. While in 1951 trade showed a favourable balance of 1,170,703,000 frs. CFA ($66,900,000) the balance of trade for the first half of the year 1952 showed a deficit of 215,500,000 frs. CFA ($1,230,000). This tendency, as the Administering Authority informed the Mission, started in the last three months of 1951 and increased in the first six months of 1952. It was caused by the general situation of the world economy. It was only at the end of July 1952 that the situation improved slightly and the deficit of the Territory diminished to 198,600,000 frs. CFA ($1,130,000). This slight improvement was due to rigorous control over and a reduction of imports which decreased in July 1952 from 4,072 tons (value 263,000,000 frs. CFA) ($1,500,000) to 2,667 tons (value 155,284,000 frs. CFA) ($8,870,000).

176. In the view of the Administering Authority although the economic situation of the Territory did not seem to be alarming, it was possible that in the second half of 1952 the Territory might prove to have suffered further from the decrease of the price of export products which might cause a decrease in exports, as well as in imports.

177. Export from the Territory is free except for restrictions on the export of groundnuts, coffee, maize, cotton, gari and poisonous substances, which require an export licence.

178. The Mission received a request that the people of the Territory should have the right to decide where to export their raw products and where to sell them, as well as how to use foreign exchange, so received. They wished to be free to arrange their economic policy.
179. In this connexion the Mission investigated in full the question of foreign exchange restrictions and noted the following:

180. The local office des changes controls all the operations in foreign exchange according to the instructions received from the Caisse centrale de la France d'outre-mer with its seat in France. This office controls the local offices des changes in all Overseas French Territories. The exchange of funds between the Territory on the one hand and other French Overseas Territories on the other is free, but exchange operations between the Territory and foreign countries depend on the authorization of the office des changes which distinguishes between

(1) commercial transactions;
(2) financial transactions;
(3) travellers' transactions;
(4) investments.

181. As far as commercial transactions are concerned imports from foreign countries are authorized by the service des affaires économiques and by the office des changes in the framework of the allocations of foreign exchange or credits allocated by other metropolitan countries under the Marshall Plan.

182. These allocations of foreign exchange are made to the Territory depending on the availability of foreign exchange to the metropolitan country and the needs of the Territory, or depending on commercial agreements concluded by France with different foreign countries; the sums foreseen in these agreements are divided between the metropolitan country and the Overseas Territories.

183. With regard to exports from the Territory to foreign countries, foreign exchange received must be obligatorily ceded on the free or official markets. However, a certain portion, which according to information received by the Mission from the Chamber of Commerce amounts to 10 per cent, may be utilized for the importation of other than listed foreign goods, for the settlement of the additional costs of exports and for investments in foreign countries.

184. As far as financial transactions are concerned, special permits may be issued to residents of the Territory for the export of foreign exchange for payments in foreign countries for non-commercial dealings under special
197. According to the information received from the Administering Authority there are also in the Territory some cotton and kapok ginning mills, a soap factory, a grated coconut factory, two hundred and fifty-seven maize mills, fifty-six mechanical coffee-bean huskers, thirty-six mechanical palm-kernel crushers and two mechanical cassava-shredders.

198. Other industrial establishments of a non-agricultural nature are the power stations which supply electrical current to Lomé and Aného. There are also industrial installations of lesser importance such as railway shops and various motor-car repair shops.

199. The Mission is of the opinion that the Administering Authority should promote and encourage secondary industries in the Territory so as to further diversify the economic structure of the Territory.

G. Co-operatives

200. In the view of the Administering Authority the situation of co-operatives did not improve in 1951 and 1952 because the indigenous farmers were fundamentally individualistic and did not wish to form groupings.

201. In reply to some requests that co-operative societies for the efficient marketing of agricultural and livestock products and pools of agricultural machinery and tractors should be established, that appropriate materials should be provided for the proper functioning of agricultural co-operatives and that industrial co-operatives should be created and officers who would be able to conduct a co-operative campaign in the Territory should be trained, the Administering Authority stated that it had distributed model statutes for co-operatives formed under the Act of 10 September 1947, together with all necessary explanatory information, but little interest had been aroused thus far and the co-operative movement was only in its infancy. Only a few co-operatives are functioning in the Territory and they include the following: the Seaboard Coconut Planters' Co-operative (Coopérative des planteurs de coco du littoral), members of which met the Mission during its stay in Lomé; the Kouma-Bala Agricultural Co-operative; the Togoland Co-operative Association; the Litime Farmers' Association; the Agricultural Syndicate of the Canton of Akposso and the 'Civil Servants' Consumer Co-operative at Lomé.
202. It seems to the Mission that the existing situation does not suggest that the Administering Authority has impeded the growth of co-operatives in any way, but that there is no enthusiasm in the Territory for their creation. On the contrary, there seems to be a reluctance on the part of the population to profit by this type of organization.

203. The Administering Authority has recently sent to France, at the invitation of the Minister of Overseas France, an administrative officer and two Togolanders to attend a course in mutual benefit and co-operative society activities. The travel and subsistence expenses in France of the two Togolanders, who followed the course for one month, were paid by FIDES. Two other Togolanders, managers of co-operatives, are to attend the same course early in 1953.

204. The Mission notes these developments with satisfaction and hopes that they will be of benefit to members of co-operatives in the Territory. The Mission further observes that, in its opinion, publicity could be devoted to demonstrating to the inhabitants the benefits that can be derived from the further introduction of co-operatives in the Territory.

H. Transport and communications

(a) Roads

205. The roads in the Territory can be divided into three categories: those running from the Territory to neighbouring territories (routes intercoloniales); first-class roads within the Territory (routes coloniales) and local roads (chemins vicinaux).

206. The most important road, belonging to the first category, runs from Lomé via Atakpamé, Blitta, Sokodé, Lama-Kara, Sansanné-Mango, Dapango to Dabankoum, on the Togoland-Haute Volta frontier, and totals 702 kms. The Mission traversed this road, with the exception of the southern part from Tsévié to Atakpamé and from Dapango to the frontier with the Haute Volta. It was well formed and in a good state of repair.

207. The second most important road in this category runs from Aflao (frontier of the Territory with the Gold Coast) via Anécho to Hilacondji at the frontier with Dahomey and is 55 kms. long. The Mission travelled the length of this road, with the exception of the last 4 kms. from Anécho to Hilacondji. At that
time, the section in the cercle of Anecho was under repair and, owing to bad weather, was not in good condition. The Mission noted that half of the road has already been macadamized and was informed that the remainder would soon be treated in the same manner.

208. The total length of roads running from the Territory to neighbouring territories is 761 kms.

209. The most important roads belonging to the second category (that is, first-class roads within the Territory) run:

(a) from Togoland under United Kingdom administration near Kpadapé via Palimé to Lomé (125 kms.); with the exception of a small portion from the frontier with Togoland under French administration up to Palimé, it was not traversed by the Mission;

(b) from Palimé to Atakpamé (103 kms.), travelled by the Mission; and

(c) from Sokodé via Bassari, Guérin-Kouka to Sadori (105 kms.) more than half of which (from Sokodé to Guérin-Kouka) was traversed by the Mission.

210. The total length of roads in this category is 436 kms. and the Mission considers that they are in relatively good condition.

211. The total length of local roads is 3,275 kms.; the Mission used them very seldom.

212. In the view of the Chamber of Commerce the development of the vast Northern part of the Territory, with its agricultural wealth, and the considerable distances separating some agricultural centres required the development of the network of roads.

213. It was also the opinion of the Chamber that roads should be extended into the bush, because then the prices of raw materials paid to producers would not vary from place to place; and that, if roads to marketing centres were extended, the activities of middlemen who sold imported goods to the indigenous population in the bush for exorbitant prices could be curbed.

214. The Mission observes that in 1951, 86 kms. and in 1952, 80 kms. of new roads were built in the Territory, but that it is not contemplated to build new first-class roads with the exception of some local roads in the desert, where palm-trees are growing, or in the cotton region of Aneié.
215. The four-year plan financed by FIDES forsees, however, the improvement of the roads from Lomé to Dabankoum, from Palimé to Atakpamé and from Palimé to Dafo and of the Mount Ahito road; these improvements will cost approximately 25,000,000 frs. CFA ($143,000).

216. The Mission wishes to comment that the question of roads was very often raised during the Mission's visit in the Territory. It received many requests for the building of roads for example from Badou to Kadjébi, from Atakpamé to East Mono and West Anié, on the Akposso-Plateau and elsewhere.

(b) Bridges

217. The Mission notes with satisfaction that several new bridges had been built in the Territory recently. In 1952, ten bridges on the road from Palimé to Atakpamé were completed and some others were constructed or made permanent, particularly in the North of the Territory.

218. The question of the construction of new bridges or of building permanent bridges was also often raised and some requests were received by the Mission, such as for the building of a bridge on the Borgou and on the Silo rivers, or near Alouenou; or for transformation of provisional bridges into permanent ones between Pana and Nikitindi East, on the Kariata between Lotocon and Dapango, and elsewhere.

(c) Railroads

219. There exist in the Territory 464 kms. of railroads. One line runs from Lomé to Blitta (276 kms.), another from Lomé to Anecho (44 kms.) and one from Lomé to Palimé (119 kms.). There is also a short 4 kms. branch line near Atakpamé, urban lines in Lomé and at its wharf (16 kms.) and a short line at the arifield (5 kms.).

220. The Mission travelled from Blitta to Lomé by rail-car and found the journey very comfortable.

(d) Water-ways and port

221. Because of the absence of navigable rivers, water-ways are practically non-existent in the Territory.
222. The Territory has, however, a very important port in Lomé which is connected by railway not only with the interior of the Territory, but also by road from the railhead - with Togoland under United Kingdom administration, from which cocoa is exported through Lomé. In 1951, 166 ships arrived in the Lomé port; 56,053,653 tons of merchandise were unloaded and 59,492,400 tons were loaded; 3,220 passengers arrived by sea and 3,170 departed.

(e) Air connections

223. The Territory also has an international airfield in Lomé and airfields of Category "D"1 in Atakpamé and Sansanné-Mango. The Lomé airport is gaining importance; this can be seen from the following table:

<table>
<thead>
<tr>
<th></th>
<th>1950</th>
<th>1951</th>
<th>In the first eight months of 1952</th>
</tr>
</thead>
<tbody>
<tr>
<td>air traffic</td>
<td>1,090</td>
<td>1,192</td>
<td>707</td>
</tr>
<tr>
<td>passenger</td>
<td>6,610</td>
<td>7,713</td>
<td>8,288</td>
</tr>
<tr>
<td>luggage</td>
<td>191,293</td>
<td>203,529</td>
<td>179,674</td>
</tr>
<tr>
<td>parcel post</td>
<td>131,004</td>
<td>127,792</td>
<td>135,214</td>
</tr>
<tr>
<td>mail</td>
<td>52,519</td>
<td>53,824</td>
<td>63,504</td>
</tr>
</tbody>
</table>

(f) Taxation

224. The Mission received a communication stating that because of high taxes levied on lorry drivers, the cost of transport was excessive, amounting in all to 276,800 frs. CFA ($1,582) per lorry per year, and that these high taxes reduced the profits of farmers who used lorry transport. The Chamber of Commerce stated, however, that the use of heavy lorries had diminished the cost of transport. The Administering Authority pointed out that some of the taxes mentioned were not cumulative, and also that the general income tax was paid by only one of the 136 indigenous carriers at present registered with the tax office. The Mission further notes that the drivers' profession does not seem to be unprofitable since in 1952, 213 lorries were imported into the Territory.

1/ Category "D" airfield is one, the main runway of which is between 1,500 - 1,800 metres long.
CHAPTER III. SOCIAL ADVANCEMENT

A. Labour

(a) General

225. The Mission was informed when passing through Paris that the Labour Code the adoption of which was discussed by the Trusteeship Council at its fifth, seventh, ninth and eleventh sessions, had been finally adopted by the National Assembly. This new Labour Code proclaims inter alia certain principles established heretofore in the Territory, but which are now legalized, i.e., a definite and explicit condemnation and prohibition of forced labour, abolition of the distinction between labourers of metropolitan origin and indigenous labourers, affirmation of the right to form trade unions, affirmation of the right of collective bargaining, of establishment of an obligatory procedure for collective bargaining before starting to strike, the right of which is contained in the Constitution, and the affirmation of the full official status of the Labour Inspectorates.

226. The new Labour Code will be adapted by arrêtés of the Commissaire de la République, after consultation with the Territorial Assembly, to the conditions prevailing in Togoland under French administration.

227. Another new development in the field of labour brought to the attention of the Mission was the fact that, on the basis of the opinion of the Consultative Labour Commission, the minimum wage for workers was increased in the Territory by arrêté 646/57/IT of 20 August 1952 as follows: in the first zone (commune-mixte of Lomé and urban centres of Anécho-Glidji; Atakpamé and Palimé) from 114 frs. CFA to 125 frs. CFA ($0.70) per day; in the second zone (cercles of Lomé, Anécho, Atakpamé and Klouto) from 80 frs. CFA to 90 frs. CFA ($0.50) per day, and in the third zone (all other localities) from 57 frs. CFA to 70 frs. CFA ($0.40) per day.

228. The salaries of dockers have been fixed by decision No. 237 of 3 September 1952 of the Directeur des CFT et du Wharf as follows:

<table>
<thead>
<tr>
<th>Service Duration</th>
<th>Salary in CFA</th>
<th>Salary in USD</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 years or less</td>
<td>125 frs.</td>
<td>$0.70</td>
</tr>
<tr>
<td>2 to 5 years</td>
<td>145 frs.</td>
<td>$0.77</td>
</tr>
<tr>
<td>5 to 8 years</td>
<td>157 frs.</td>
<td>$0.89</td>
</tr>
<tr>
<td>8 to 10 years</td>
<td>174 frs.</td>
<td>$1.00</td>
</tr>
<tr>
<td>Over 10 years</td>
<td>191 frs.</td>
<td>$1.09</td>
</tr>
</tbody>
</table>
229. At the same time the prices of some foodstuffs have decreased. The following table was supplied by the Administering Authority for the town of Lamé:

<table>
<thead>
<tr>
<th>Item</th>
<th>1949</th>
<th>1950</th>
<th>1951</th>
<th>1952</th>
</tr>
</thead>
<tbody>
<tr>
<td>Flour</td>
<td>30</td>
<td>40</td>
<td>53</td>
<td>45/50</td>
</tr>
<tr>
<td>Sugar</td>
<td>70</td>
<td>65</td>
<td>75</td>
<td>70</td>
</tr>
<tr>
<td>White cotton goods</td>
<td>150/300</td>
<td>130/150</td>
<td>150/170</td>
<td>88/150</td>
</tr>
<tr>
<td>Drill</td>
<td>120</td>
<td>130</td>
<td>130</td>
<td>120</td>
</tr>
<tr>
<td>Wine</td>
<td>65</td>
<td>65</td>
<td>65</td>
<td>60</td>
</tr>
<tr>
<td>Cigarettes</td>
<td>20</td>
<td>25</td>
<td>25</td>
<td>20/25</td>
</tr>
<tr>
<td>Petrol</td>
<td>17</td>
<td>17</td>
<td>23</td>
<td>18</td>
</tr>
<tr>
<td>Groundnut oil</td>
<td>105</td>
<td>105</td>
<td>155</td>
<td>135</td>
</tr>
<tr>
<td>Soap</td>
<td>48</td>
<td>75</td>
<td>85</td>
<td>85</td>
</tr>
<tr>
<td>Chicken</td>
<td>150/200</td>
<td>150/200</td>
<td>175/225</td>
<td>150/200</td>
</tr>
<tr>
<td>Meat</td>
<td>70/85</td>
<td>85/175</td>
<td>100/175</td>
<td>100/175</td>
</tr>
<tr>
<td>Gari</td>
<td>-</td>
<td>18</td>
<td>11</td>
<td></td>
</tr>
<tr>
<td>Palm oil</td>
<td>-</td>
<td>-</td>
<td>50/80</td>
<td></td>
</tr>
</tbody>
</table>

230. For the last year an appreciable decrease in the price of imported goods, particularly cotton goods, was also noted.

231. The Mission visited some good new houses for labourers, in particular the new palm oil factory in Togblékopé.

232. In respect of views expressed in the Territory that employees receiving daily wages receive less for the same work than a salaried worker, the Administering Authority informed the Mission that it was possible that as a result of the adjustment of the civil servants' salaries and the introduction of the new system of family allowances some divergences may exist in certain cases between a civil servant and a daily-paid employee for the same work, but that this could not be great. The Administering Authority further informed the Mission that the Labour Inspector had been instructed to investigate cases of this kind and to submit proposals where necessary.

(b) Customary dues

233. Some of the communications received by the Mission concerned the payment of customary dues to the Chiefs. Those dues include payment in kind and sometimes take the form of service. The writers of the communications compare these dues with forced labour and demand their abolition.
234. The Administering Authority informed the Mission, however, that these dues could not be regarded as forced labour and that it "was unwilling abruptly to put an end to all customary practices in so far as they were not incompatible with the principles of civilization." It was the duty of the Administration "to see that dues remain strictly within the level fixed by custom".

235. The Mission appreciates that it is difficult for the Administering Authority to abolish such practices abruptly and considers that as long as they continued to exist, steps should be taken to see that they are not abused.

236. The Mission believes that a step to improve the existing system of the customary dues would be to assess these dues to permit those who wish to do so to pay the Chief the cash equivalent, receiving a receipt for such payment. Sooner or later, the system of money payments in lieu of the customary dues will become general practice and when that time comes, all abuses will cease.

B. Public health

237. Free medical service given in the Territory to all the inhabitants is the main feature of the public health service of the Territory. The Mission observed also that hospitals and dispensaries were well-equipped and generally well staffed, that the health establishments were always well supplied with drugs and (with a few minor exceptions) the Mission never heard any complaints about inadequacy of drugs in the Territory. The doctors and subordinate health staff, both Europeans and Africans, whom the Mission met were trained, mostly in Paris or in Dakar and the Mission was favourably impressed by them. The Mission interrogated several dispensers in small dispensaries as to the use of various medicines and the treatment given; their replies gave evidence to good training and knowledge of the subject.

238. The Mission observes that the number of doctors in the Territory is not yet sufficient and expresses the hope that necessary steps will be taken to increase their number.
(a) Hospitals and dispensaries

239. During its stay in the Territory the Mission visited many hospitals and dispensaries such as those at Lomé, Tsévié, Kpadapé, Adéta, Atakpamé, Sokodé, Kabou, Bafilo, Tcharé, Defalé, Bombousaka and Pana. The Mission was satisfied with the conditions in these hospitals and dispensaries. They were, generally speaking, very clean and well-built. The system, very often observed in Africa, according to which families of patients live with their sick relatives on the premises of the hospital and cook food for them there leads to a lowering of the standard of cleanliness which the Mission observed in some places. The Mission notes that the Administering Authority tries to do away with this system and that an important step has already been taken in the new Lomé hospital where patients' families are not allowed to live in the hospital area.  

240. The hospitals and dispensaries of the Territory enjoy a very good reputation, not only in the Territory itself but also in the adjacent Territory of Togoland under United Kingdom administration. As examples the Mission notes that at Palimé it met with several patients who informed the Mission that they came from Ho and other parts of Togoland under United Kingdom administration because they considered that they would receive better treatment in that hospital than in hospitals in Togoland under United Kingdom administration, that they could get there all drugs they needed and because their families could live with them on the premises of the hospital.  

241. During its stay in Lomé the Mission visited the new hospital. It was informed by the Administering Authority that this would replace the old Lomé hospital, not visited by the Mission, and that it was due to be completed during 1953. The new hospital is situated on a plateau on the northern side of the lagoon, some 1 1/2 kms. from Lomé and is expected to accommodate 394 in-patients. There are 52 beds for patients who pay for their hospitalization in order to get privacy and 342 beds for those who are admitted free. These will be distributed in small wards of 10 beds each in each of which a hospital attendant will be stationed at all times.  

242. A pavilion for contagious diseases (64 patients) composed of four wards with 4 beds each and 6 wards with 8 beds each was opened in May 1951.
243. The cost of construction of the new Lomé hospital, amounting to 345 million frs. CFA ($19,800,000), had been financed under the FIDES programme. An amount of 40 million frs. CFA ($2,300,000) has been devoted to the technical equipment and for operating expenses.

244. The Mission commends the Administering Authority for the construction of this monumental hospital which can be favourably compared with other up-to-date hospitals in more advanced parts of the world, for its spaciousness, modern equipment, including operating facilities. It was greatly impressed by the modern features of the hospital installations. The Mission shares the view of the Administration that the success of the hospital will to a great extent depend on the co-operation of the population of Lomé and its vicinity with the local medical authorities and that the population will make full use of the medical facilities offered in this hospital. The Administration is confident that this co-operation will be forthcoming. The Mission regrets that the hospital could not be completed in 1951, as planned.

245. At present, the principal medical services in Lomé are confined to an old hospital which was not visited by the Mission. Allegations were received that it was unsatisfactory in many respects.

246. In describing the medical facilities visited by the Mission in the Territory it wishes to single out the mobile clinic at Pana belonging to the Service d'Hygiène mobile et de Prophylaxie. At this clinic the Mission saw eight African orderlies at work at microscopes examining blood specimens. The Mission was informed that about 500 persons were examined and vaccinated daily in that clinic for such diseases as malaria, leprosy, sleeping sickness, yaws, and yellow fever. If a person was found to be sick he or she was sent to a dispensary for further treatment. The mobile clinic returns to the village every 18 months and each person in the village has to be examined. Registers are kept in each centre visited.

247. At present there are in the Territory 1,038 hospital beds, 771 beds in the sleeping sickness lazarets (hypnosaries) and leprosaria and at the end of 1952, 116 new beds were contemplated viz. 32 beds in the Dapango Station, 32 beds in the Niamtougou station, 26 beds in the Sokodé maternity station and 26 beds in the Atakpamé maternity station. Out of a total local budget
amounting to 1,326,000,000 frs. CFA ($75,800,000) 15.7 per cent is spent on public health and from the credits of FIDES 457,407,000 frs. CFA ($2,613,800) are expected to be spent on public health.

248. The Mission notes the observation of the Administering Authority given to it that hospitals and dispensaries in the Territory should certainly be increased in number, but that it should be borne in mind that if Togoland had to rely solely on its own resources, a much smaller number of dispensaries would have been built and that considerable help received under the budget of the metropolitan country had facilitated particularly rapid progress in this field. All requests for the construction of dispensaries, after having been studied by the conseils de circonscription were carefully considered by the Administering Authority.

249. Despite the efforts made by the Administering Authority and the results achieved thus far, the problem of the number of hospitals and dispensaries does not seem to the Mission to be completely solved.

(b) Attendance of sick people in hospitals and dispensaries

250. The Mission notes the explanation of the Administering Authority that one of the greatest difficulties in the Territory, as in other parts of Africa, is the fact that people come to the hospitals and dispensaries for treatment at a late stage of their illness. Pregnant women prefer to deliver their children in the bush than to come to maternities and it is very difficult to induce them to seek pre-natal consultations. However, the Medical Service in the Territory tries to attract people to hospitals, and in particular to induce pregnant women to attend pre-natal consultations and to go to the dispensaries for deliveries. Under one system applied at the dispensary of Kabou women who come for pre-natal consultations receive sugar and soap as incentives. If the child is delivered at a dispensary the mother is sometimes given a dress for her baby. Also the local chiefs in Kabou are requested to encourage pregnant women to come to the dispensaries for pre-natal consultations. When the midwife or doctor arrives in the village the chief informs his people of their arrival by beating a gong.

251. The Mission considers that this is a very good system in order to attract sick people to attend hospitals and dispensaries.
(c) **Leprosaria**

252. In Akata-Dzokpé the Mission visited the leper colony which functions like a normal village; there is a chief of the village appointed by the Comendant de cercle and sub-chiefs and members of the village council who are elected by the inhabitants of the village. The number of lepers here totalled 200 at the time of the Mission's visit. They receive compulsory medical attention and a monetary allotment depending on the extent to which they are unable to work on land rented to them for cultivation. Worth noting is a nursery for new-born children of leper parents and the completely newly-built model leper colony. Since its establishment Mademoiselle Rachel Dogimot has been in charge of it. The Mission wishes to pay tribute to Mademoiselle Dogimot for the enthusiasm and devotion with which she has undertaken this work.

(d) **Morbidity**

253. One of the most dangerous diseases in the Territory, sleeping sickness, has almost completely disappeared. The main diseases still existing in the Territory are malaria, yaws, syphilis, tuberculosis and some leprosy and ulcers. Cerebro-spinal meningitis exists in the endemic stage in the Northern Section of the Territory, and is particularly observed between December and May each year.

254. In 1949 the epidemic of cerebro-spinal meningitis was quite acute, but in 1950 and 1951 there were only sporadic cases.

255. The Mission notes with satisfaction that the Administering Authority watches the situation carefully every year, beginning in December, and that special detailed measures were taken in sporadic outbreaks as well as in case of epidemics.

256. On the other hand, the Mission notes that it received a complaint that although sleeping sickness had almost disappeared in the Territory, meningitis ravaged the North and smallpox and malaria occurred throughout the Territory. A measure suggested was to spray marsh-land, particularly in the lagoon of Lomé which was a breeding place for mosquitoes. At the same time, the Mission also received a suggestion that since the fight against malaria requires a large expenditure of money and the Territory does not possess the resources needed and since the Territory has a special international status, the United Nations should ask the World Health Organization to help the Territory.
C. Water Supply

257. The main sources of water supply are wells and water tanks and the few existing rivers and lakes.

258. In the opinion of the Mission the provision of an adequate water supply is a problem which requires close attention on the part of the Administering Authority. It seems to the Mission from the great number of communications received on the problem that particularly the cercle of Anécho (the region of Ouatchi), the sub-division of Tsévié and the towns of Nuatja and Atakpamé lacked sufficient water supplies.

259. The Mission notes that a large-scale programme of well-boring, prospecting and development of water resources was being carried out in the region of Anécho (Ouatchi region) and that this area was difficult to work, as was the area near Nuatja. It further notes that the problem of supplying water to Atakpamé had been studied by the Administering Authority and that either the pumping of water from the Amoutchou River or a water-catchment system on the Ofe River 15 kms. northwest of Atakpamé, which would not require a pumping station, would be decided on in the near future.

260. Complaints were received from the Comité de l’unité Togolaise that in the town of Lomé, the administrative quarter and the business section and African sections of Lomé were not supplied with running water. As stated by the Administration the town possesses 264 branch pipes, 26 drinking fountains, two tanks, 36 fire hydrants and a pumping station at Agouve, which supplies chemically pure and bacteria-free water at the rate of 850 cubic metres a day, i.e. approximately 170 litres per person per day.

D. Penitentiary Organization

261. Prisons are situated in the principal towns of each cercle and sub-division.

262. The Mission visited one of the prisons in the cercle of Klouto and one in Mango and wishes to note that the prison registers were kept in perfect order.

263. The Mission also visited the Centre de re-éducation desmineurs délinquants at Tové, which is run by an African. In this centre juvenile delinquents up to 16 years of age are re-educated; they receive an elementary education and
are taught practical work, such as carpentry. At the time of the Mission's visit, there were 17 juvenile delinquents at the Centre. The Mission was of the opinion that this Centre was properly conducted. Another centre for re-education of juvenile delinquents exists in Palimé, but was not visited by the Mission.

E. Population

(a) Civil status offices

264. At the beginning of 1952 a civil status centre was created at Wonougba in the sub-division of Tsévié and the establishment of new civil status centres is contemplated at Badja, Fongbé, Tovegan, Kpédji, Adangbé, Gati, Ezo, Lébé, Aképé and Zolo in the sub-division of Tsévié; at Tokpili in the cercle of Anécho; at Patatoukou, Klabé, Apégamé in the cercle of Atakpamé; at Nadouta, Kidjaboun, Bengéli, Maware in the sub-division of Bassari and at Nagbeni, Takpamba and Ataloté in the cercle of Mango.

(b) Population pressure

265. The Visiting Mission of 1949 noted that there was population pressure in the Lama-Kara region and that the Administering Authority had sought to alleviate this pressure by moving the inhabitants to more sparsely-occupied sections. The 1949 Mission was satisfied that the Administering Authority was alive to the dangers of population pressure and famine, and expressed the opinion that the problem should be kept constantly under review, and that it would also be useful to consider ways and means of attracting the population to other parts of the country and of exploiting the latter's resources, should a dangerous saturation point be reached. This view was also expressed by the Trusteeship Council at its seventh session.¹ The present Mission studied this question during its stay in the Territory and was informed that the prolific increase of the Cabraïs population, which for the most part inhabits

the cercle of Lama-Kara, caused population pressure in this cercle and a considerable migration to other parts of the Territory took place. This migration was both spontaneous and controlled. The spontaneous migration was:

(a) to the areas under coffee and cocoa cultivation (cercle of Palimé and Akposso Plateau), where Cabrais labourers obtained employment on the agricultural farms;
(b) to the adjacent areas (cercle of Sokodé and sub-division of Bassari), where after reaching an agreement with landowners, they found new land for cultivation;
(c) to uninhabited areas of East Mono;
(d) to the railroad works at Atakpamé and Blitta in the vicinity of which they settled.

266. The controlled migration of Cabrais was conducted in 1930 to 1935 to uninhabited areas opened up by the main road between Atakpamé and Sokodé. The now well-established villages at Sotoboua, Kassena, Kolonaboua and Djabaturé, where cotton in particular is cultivated, originated thus.

267. The Administering Authority is aware of the fact that a further rapid increase of the Cabrais population, particularly in the cercle of Lama-Kara would require new plans for the transfer of population from the over-populated areas to sparsely populated parts of the centre of the Territory. The Mission notes that in particular it is envisaged that a part of the Cabrais population will be settled in the cercle of Sokodé, on the east side of the road from Blitta to Sokodé and to the East of the Mono River, where the land is considered cultivable. One good measure designed to increase the possibility of establishing the Cabrais on these lands, was to establish a road in 1952 which would enable them to reach the Mono River easily, a distance of about 80 kms.

268. The Mission is of the opinion that the Administration acted very properly by consulting the inhabitants of certain districts before allowing migrated population to be established in certain areas. It is also of the opinion that the migration of Cabrais was beneficial for the Territory since it made possible the construction of some roads and of the northern part of the Lomé-Blitta railroad; the Cabrais also introduced, in the territories to which they migrated, better agricultural methods for tilling land. In general,
the migration of Cabrais is progressing satisfactorily, both by organized schemes and by smaller migration movements.

(c) Seasonal migration

269. Cabrais, Lossos and Lambas of the cercle of Lama-Kara, Ouatchis of the cercle of Anécho, Bassaris of the sub-division of Bassari, as well as Natchambans and Mobas of the cercle of Mango migrate seasonally each year as agricultural workers to help in cocoa and coffee plantations mostly in the cercle of Palimé or in Togoland under United Kingdom administration. Since that is a seasonal migration only, the Administering Authority gives complete liberty to these workers to work where they wish and to sign seasonal individual contracts with the cocoa or coffee planters. The Mission wishes to note that as far as Cabrais, Lossos and Lambas are concerned 20 per cent to 40 per cent of the young people (according to regions, the West giving the highest percentage) leave their lands for seasonal work in the dry season and return for the harvest season. However, each year a certain number of people, usually comprising several dozen families, remain in the place of their seasonal employment because of the over-population of their homeland.

270. In that way, Cabrais are now domiciled also in the cercles of Palimé and Atakpamé and in Togoland under United Kingdom administration.

271. The Mission observes in this connexion that seasonal migration from Togoland under French administration to Togoland under United Kingdom administration shows that the boundary between the two Territories does not greatly impede the movement of the population from one Territory to the other.
CHAPTER IV. EDUCATIONAL ADVANCEMENT

A. General

272. The policy of the Administering Authority is to make education obligatory for all in the shortest possible time. Education as well as educational equipment and school books are free to all.

273. In 1952 the budgetary credits for education were as follows:

<table>
<thead>
<tr>
<th>Category</th>
<th>Amount</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personnel</td>
<td>141,850,000 frs. C.F.A.</td>
<td>($810,000)</td>
</tr>
<tr>
<td>Material</td>
<td>46,250,000 frs. C.F.A.</td>
<td>($264,000)</td>
</tr>
<tr>
<td>Plan of campaign</td>
<td>16,100,000 frs. C.F.A.</td>
<td>($92,000)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>204,200,000 frs. C.F.A.</strong></td>
<td><strong>($1,166,000)</strong></td>
</tr>
</tbody>
</table>

They increased by more than 30 per cent as compared with those received for 1951, which amounted to 156,000,000 frs. C.F.A. ($89,000). In 1952, 14 per cent and in 1951, 15 per cent of the total budget was spent on education.

274. The Administering Authority informed the Mission that credits had been requested from FIDES to further develop education in the Territory.

275. The Mission notes that it received many communications praising the Administering Authority for the steps taken in the educational field and expressing thanks and gratitude to the Administering Authority for the development of schools and the popularization of education.

276. During its stay in the Territory the Mission visited several primary schools as well as the Roman Catholic Secondary School in Lomé.

277. The Mission was informed that children entering school generally neither spoke nor understood French; however, they rapidly learnt this language. The pupils in schools sang French songs and replied to questions put to them by their teachers in French or in vernaculars. In Guérin-Kouka one student replied to questions in French and in Konkomba and another one in French and in Haussa.

278. In 1952 in primary schools there were 8,815 girls out of 43,812 schoolchildren; in secondary schools there were 159 girls out of a total of 910 schoolchildren and in technical schools there were 58 girls out of 345 schoolchildren. In the Roman Catholic Secondary school in Lomé out of 239 students two were Europeans.
279. The Mission was informed that the Konkombas in particular did not wish to send their children to schools; however, the Administering Authority has been able to persuade them to send their children to school. The Mission noted that in the primary school of Guérin-Kouka Konkombas formed the majority of pupils.

280. The Mission visited also a new scientific institution, the Office de Recherche scientifique d'outre-mer, established on 1 August 1952, which operates in three main fields viz. sociology, ethnology and petrology and which was constructed from funds received from metropolitan France. The Institute houses a seismograph, the only one existing between Dakar and South Africa.

(a) **Difference Between the South and the North**

281. At present there exists in the Territory a difference in enrolment between the South and the North. In the South the percentage of school-age children enrolled is as follows: Palimé - 85 per cent, Lomé - 52 per cent, Atakpamé - 34 per cent, and Anéchol- 25 per cent, an average of 49 per cent; in the North it is as follows: Sokodé - 19 per cent, Lama-Kara - 10 per cent and in Mango-Dapango - 11 per cent, an average of 13 per cent.

282. Another difference between the North and the South is to be noted in the enrolment of girls. In the South, on the average, 25 per cent of schoolchildren are girls while the North only 15 per cent are; the lowest rate is found in the country of Moba where the figure is only 10 per cent.

283. An indication of the Administering Authority's plans to lessen the difference in educational development between the North and the South is the proposal to establish yearly 40 new classes in the North and 25 in the South.

284. The Mission, appreciating the plans of the Administering Authority in this direction and the difficulty in convincing parents to send girls to school, particularly in the Islamized northern parts of the Territory, nevertheless brings this problem to the attention of the Administering Authority and hopes that further steps will be taken to further education in the whole Territory and pay special attention to the development of the Northern regions.
(b) Language of instruction

285. One of the most controversial problems in the Territory, as in all other French Territories, is that of language of instruction. This problem was brought to the attention of the Mission in some communications which requested the introduction in the whole of the Territory of vernaculars instead of French, and in the South of Ewe, as language of instruction in primary official and private schools.

286. The Mission is aware of the interest which the Trusteeship Council has shown in this question in the past and considers it appropriate to reproduce here a memorandum it received setting out the Administration's views:

"The question of the use of vernacular languages is not a new one. Educators serving in the Overseas Territories long ago settled it by constantly endeavouring to respect the individual genius of each people while at the same time giving the people access to the broadest possible human culture. Academic circles are unanimous in considering that the language of instruction can only be French. This conclusion is not the result of any political or cultural bias, but is based on very impartial consideration of the facts of the language situation from a three-fold point of view, the practical, the pedagogic and the cultural.

"There is a multiplicity of local languages - more than forty in Togoland; the peoples which speak the same language vary considerably in number. Homogeneous linguistic groups are usually rare; several dialects are spoken in one and the same village; one dialect is used side by side with others, sometimes over very large areas.

"The local languages are still hardly known and are still in the process of formation and development. Experts agree neither on their origin nor on their relationship with other languages nor the degree of their development. Most of them are not written languages. Although rich in words expressing practical activities, they lack the abstract and technical terms required for the expression of the knowledge and ideas deriving from any elementary modern culture; the little literature they have is only oral. Thus, the use of local languages, even if it was shown to be preferable to the use of French, would encounter difficulties which, being of a practical nature, would be insuperable.

"There is the difficulty of stabilizing such a local language, of giving it a grammar and a syntax, of providing books all of them tasks which would require considerable funds and the services of many skilled specialists. There is the difficulty of training at the teachers' training schools and courses staff able to give instruction in any given local language. There is the difficulty of assembling linguistically homogeneous classes in one group."
"From the pedagogic point of view, it is a well-known fact that learning to read and write and acquiring basic useful knowledge in a language that is not the child's mother tongue entails obvious difficulties. However, comparisons made on completion of primary education between children whose mother tongue is not French and children who speak French in the home provide no proof whatever that the difficulty of acquiring the language has kept the former back in relation to the latter.

"Obviously, however, suitable pedagogic methods adapted to each case should be used whenever possible so as to take account of the language situation. That, in fact, is done. Thus, the teacher is justified in resorting to the vernacular at the beginning of school attendance in order to make himself more easily understood by the children; it is right that certain local languages should receive special (optional) study in some classes, and that songs and the recital of oral legends should in all cases be used in an endeavour to revive the folk elements of which local languages are a storehouse. The purpose of education, however, is to provide the children with training and basic knowledge in French sufficient to enable them to share in the great currents of universal cultural life. The educator's task is not merely to instil knowledge into the children, but also mould their characters, to train the members of the African societies of tomorrow, to lead the peoples progressively towards culture. Thus, it is on the cultural level that the language problem must finally be solved.

"Under the Constitution the French Union is defined as 'composed of nations and peoples who wish to place in common or co-ordinate their resources and their efforts to develop their civilization', and a people's language is undoubtedly an essential aspect of civilization. There is no question, therefore, of depriving anyone of the opportunity to speak his own language and to express himself in accordance with its genius. If that language, however, were adopted in schools, assuming that to be practicable, the individual would be confined within his own linguistic prison; he would be speaking and writing a language which would leave him outside the great intellectual currents of his time; he would in fact be denied access to secondary and higher education. The multiplicity of the dialects employed would perpetuate inter-racial divisions and the division between Europeans and Africans. There is, therefore, no question of abandoning a policy in which the peoples concerned and those responsible for their education alike acquiesce, since whenever attempts have been made to teach in the vernacular the immediate result has been that the peoples have shown a dislike of schooling in general; moreover, experience has shown that even those who advocated the use of the vernacular have themselves been wholly unable in practice to agree which of the vernacular languages should actually be taught. No such demand is made by the peoples concerned, well aware that it is prompted solely by the desire to keep them in their cultural isolation and age-old ignorance."
287. The Administering Authority also informed the Mission that students do not wish to attend school to learn local languages, but only a language spoken all over the world. A course in the Ewe language which was opened at Lomé in 1949 had to be dropped in May 1950 because of lack of students.

B. Primary education

288. Among the primary schools in the Territory visited by the Mission were those at Taévié, Kabou, Guérin-Kouka, Koumonlé, Sausanne-Mango and Nandogs.

289. Since the last Visiting Mission visited the Territory, it is gratifying to note that the number of schoolchildren in primary schools had increased from 33,390 to 43,812 and the number of classes from 586 to 799.

290. The number of schoolchildren in primary schools had increased during the first eight months of 1952 by 761 and the number of classes by 9; four of these were official and five were private classes.

291. The Mission notes the statement of the Administering Authority that on the basis of a total population of over a million for the Territory, the Administering Authority estimates that at the end of 1951 there were about 90,000 school-age children, to whom education could be provided in the near future.1/

292. At the end of 1951 there were:

<table>
<thead>
<tr>
<th></th>
<th>Schoolchildren</th>
</tr>
</thead>
<tbody>
<tr>
<td>in official primary</td>
<td>22,450</td>
</tr>
<tr>
<td>schools</td>
<td></td>
</tr>
<tr>
<td>in private primary</td>
<td>21,362</td>
</tr>
<tr>
<td>schools</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>43,812</td>
</tr>
</tbody>
</table>

293. It is proposed to have by 1961:

<table>
<thead>
<tr>
<th></th>
<th>Schoolchildren</th>
</tr>
</thead>
<tbody>
<tr>
<td>in official primary</td>
<td>60,000</td>
</tr>
<tr>
<td>schools</td>
<td></td>
</tr>
<tr>
<td>in private primary</td>
<td>30,000</td>
</tr>
<tr>
<td>schools</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>90,000</td>
</tr>
</tbody>
</table>

294. The number of official classes in existence at the end of 1951 was 403, while the number of official classes needed, based on 60 schoolchildren in each class, was 1,000; thus, the number of classes to be established amounts to 597.

1/ There are probably 150,000 children of school age in the Territory, but the Administering Authority sees little possibility of educating 60,000 of these who live in villages far removed from important centres or are nomads, or who are prevented by illness or abnormality from attending schools.
295. With an average of 65 official and private classes to be opened yearly, the goal of education to the 90,000 shown above, would be achieved in 1961 only if the number of school-age children remains constant from 1951 to 1961.

296. According to the regulations in force, the Administering Authority has fixed an age-limit of 14 to 15 years, above which students are not admitted to schools since it had been impossible to keep some 14 or 15 year-old children in school because of the limited number of places available. The Mission notes that this regulation had often been evaded by means of loopholes provided by the civil register which was, as yet, inadequately compiled, and that the pupils thus removed from school represented inevitable failures in the efforts of the Administering Authority to give education to everyone. For example, a pupil who, as had frequently occurred, was unable owing either to laziness or to lack of means to complete his normal schooling, even taking two years longer than he normally would, could possibly be kept indefinitely in an intermediate class filling a desk for which others were waiting. If a pupil genuinely wished to complete his schooling and had the means to do so, he could still enroll for evening classes when he had completed his statutory number of years at school.

297. The Mission recognizes the difficulties of the Administering Authority in this matter, but considers that persons anxious to obtain education should not be discouraged from attending schools. It expresses the hope that the present regulations regarding the attendance of older children in the schools might be made more flexible and that the Administering Authority will examine each individual case on its special merits. It seems to the Mission, moreover, that the problem might be alleviated somewhat by enlarging the number of adult classes.

C. Secondary and technical education

298. The Mission visited the Roman Catholic Missionary school in Lomé and discussed the question of technical education with the Chamber of Commerce in Lomé which informed the Mission that in the commercial section of the Lomé College there were 63 students and in the technical section of the Sokodé College 69 students; in the domestic science section of the girls' school at Lomé 28 pupils and 4 interns were enrolled. Trainees were also admitted to the agricultural services and the various technical administrative services as well as to the Catholic Mission vocational training school, in private firms and especially by many African
craftsmen. Thirteen pupils from the Territory were studying in France at local expense to complete their technical training. There was no difficulty in finding students for commercial and technical education, the only difficulty being lack of accommodation in these schools. The building of technical schools is under consideration.

299. The number of schoolchildren in secondary and technical schools had increased during the first eight months of 1952 from 1,119 to 1,255 and the number of classes in secondary schools from 36 to 39 and in technical schools from 7 to 8.

300. The Mission notes that the Administering Authority had been devoting attention to the question of vocational and technical training in recent years. The Trade School at Sokodé was established as early as 1922, with a modern woodwork shop, a machine shop for ironwork, a fitting shop and forge, and a bricklaying section, as well as a carpentry and joinery section. This school had trained many pupils to its school leaving certificate standard and was recently made a Technical College with new workshops, sheds, engine room (32 kw.) and entirely new equipment, the old equipment being transferred to the near-by apprenticeship centre at Lama-Kara. The Technical College's immediate aim is to prepare students for the certificat d'aptitudes pédagogiques and in the second stage, for the brevet d'enseignement industriel. At present it has 72 students, divided into four grades. A commercial section was opened in 1950 as an annex of the Lomé College, in which students were prepared for the certificat d'aptitudes pédagogiques for assistant accountant, clerk and shorthand-typist. It had eighty-six students, divided into three grades. A further grade will be added in 1953-1954. The Agricultural Service has made the experiment of opening agricultural sections at the Glidji, Tové and Sotouboua farm schools. A school at Lomé provides instruction in domestic science and since 1948 has been training domestic science pupil-teachers (monitrices) who are assigned to the girls' schools. It had 32 students in 1952. All the rural schools carry on various kinds of farming as preparation for the basic activity of an agricultural country. Some of them, like the school at Tsevié, already had experimental farms. There were several schools in which the students engaged in basket making. Some publish their own school newspaper and print matter of various kinds.
D. Higher Education and Scholarships

301. There are no higher educational institutions in the Territory, but many Togolanders receive higher education in France and at Dakar, largely through scholarships granted by the Administering Authority. Scholarships are also granted to enable students to complete their studies locally.

302. During the year 1952, 493 students received scholarships to continue their studies in the Territory, 86 students received scholarships to pursue their studies abroad and twelve students received assistance or loans.

303. According to the existing system, children are treated on their merits, irrespective of the financial situation of their parents. Any student who has passed the sixth-grade entrance examination and whose family’s circumstances do not permit them to pay for his studies can apply for a scholarship or part-time grant. The proportion is decided by the Scholarship Board after investigating the parents’ means and commitments. The only condition attached to the grant of a scholarship is success in the sixth-grade entrance examination. The scholarship, which amounts to 24,000 francs for resident scholars, covers the entire cost of board and lodging, books and supplies and school outfit, so that the students are not put to any personal expense whatever. In addition, they are allowed three travel vouchers so that they might spend the summer, Easter and Christmas holidays with their families.

304. The Mission received several requests for intensification of higher education of suitable Africans in overseas institutions with emphasis on scientific and technical training through granting more scholarships to students from the Territory in overseas countries and for equal division of scholarships between students in the North and in the South. Some of the complaints contained requests that scholarships should not only be given to those who have finished their baccalauréat, but also to students who wish to continue their studies in secondary or technical schools abroad.

305. It seems to the Mission that the Administering Authority may consider the possibility of granting a larger number of scholarships to students who wish to study abroad in order to satisfy the existing demand for higher education and that it may give particular attention to requests from students from the North.
E. Adult Education

306. The most popular form of mass education in the Territory is the course for adults. The elementary courses were directed by student teachers and the more advanced courses by instructors. In the school year 1951-52, 135 evening courses and courses for adults were conducted.

307. In 1952, two new experiments in adult education were carried out viz. at Defalé, in the cercle of Lama-Kara, visited by the Mission and at Tchekpo in the cercle of Anecho. These courses included the teaching of reading to illiterate members of the population. The results of these new experiments were very encouraging, though it is clear, as the Administering Authority stated, that these experiments did not last long enough to enable the participants to learn to read properly.

308. The Administering Authority intends in 1953-54 to organize systematically a mass-education campaign for children of school age who could be admitted to regular public and private schools, designed to give them in two or three years a basic knowledge of the essentials -- reading, writing and arithmetic. This campaign, which could lead to the complete abolition of illiteracy in the Territory within three or four years, would be carried out without prejudice to the normal development of regular educational institutions.

309. The Mission received requests from the local population for the introduction of a national organization for the fight against illiteracy through mass education and mass literacy campaigns, the latter aiming at an early elimination of illiteracy at least in the vernacular languages of the population. It was suggested that these might be conducted under the supervision of the United Nations. It was also requested that groups of instructors periodically be dispatched to the various areas of the Territory in order to create a kind of university extra muros, as well as for the organization of gifts of books which would permit libraries to be created in urban centres.

310. The Mission notes that the public libraries in the Territory included those of the Institut francais d'Afrique noire with 6,000 volumes and that of the Direction du Service de l'Enseignement with 2,170 volumes and many libraries in primary and secondary schools. One of these libraries was visited by the Mission in Lomé. In 1951 a mobile library tour was arranged to tour the Territory. The Educational Service decided also to organize a circulating-library system for home lending.
CHAPTER V. DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

311. In pursuance of paragraph 5 of its terms of reference, the Mission, in order to examine the measures taken by the Administering Authority in respect of the provision for information about the United Nations to the peoples of the Trust Territories, under Trusteeship Council resolution 36 (III) of 8 July 1948 and Trusteeship Council resolution 311 (VIII) of 7 February 1951, requested the Administering Authority for additional information on the subject.

312. The Administering Authority informed the Mission that the information on the subject is contained on page 173 of the Annual Report on the Administration of Togoland under French Administration for 1951 and that discussions (causeries) were arranged by the Administrateurs-chefs of the Circonscriptions regarding the arrival in the Territory of the Visiting Mission in August-September 1952.

313. The Mission notes that it saw in schools and in public buildings many posters dealing with United Nations activities and from talks with political leaders and people who came to see the Mission obtained the impression that they were well acquainted with the aims and activities of the United Nations and particularly the Trusteeship Council.
## ANNEX I

### ITINERARY

<table>
<thead>
<tr>
<th>Date</th>
<th>Description</th>
<th>Distance covered</th>
</tr>
</thead>
<tbody>
<tr>
<td>21 August</td>
<td>Arrival by air from Paris Meeting with the Commissaire de la République française au Togo, the Senator and the Deputy of Togoland under French administration to the French Parliament and oral hearings</td>
<td>4,744 kms. (2,946 mi.)</td>
</tr>
<tr>
<td>22 August</td>
<td>Oral hearings at Lomé and meeting with French officials</td>
<td></td>
</tr>
<tr>
<td>23 August</td>
<td>Depart by car to Tsévié Visit afforestation station at Togblékopé, visit school at Davie and meeting with chiefs Visit town of Tsévié and oral hearings Visit palm-oil extraction plant at Alokouégbe and return by car to Lomé</td>
<td>33 kms. (20-1/2 mi.)</td>
</tr>
<tr>
<td>24 August</td>
<td>Meetings and oral hearings at Lomé</td>
<td></td>
</tr>
<tr>
<td>25 August</td>
<td>Leave Lomé by air for Accra</td>
<td>186 kms. (115-1/2 mi.)</td>
</tr>
<tr>
<td>9 September</td>
<td>Crossing boundary of Togoland under French administration by car Visit dispensary at Kpadapé Group A oral hearings at Palimé Group B visit Palimé</td>
<td>1-1/2 kms. (0.93 mi.)</td>
</tr>
<tr>
<td>10 September</td>
<td>Visit town of Palimé - Misahoho and meeting with the commandant de cercle and other French officials Group A Oral hearings, visit of re-education centre of young delinquents at Tove Group B visit ferme ecole at Tove and palm-oil extraction plant at Agou</td>
<td>16-1/2 kms. (10 mi.)</td>
</tr>
<tr>
<td>Date (1992)</td>
<td>Description</td>
<td>Distance covered</td>
</tr>
<tr>
<td>------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>------------------</td>
</tr>
<tr>
<td>11 September</td>
<td>Depart by car from Palime to Atakpamé, visit leprosarium at Akata and oral hearings, visit dispensary at Adéta, Group A oral hearings at Atakpamé, Group B visit Atakpamé</td>
<td>103 kms. (64 mi.)</td>
</tr>
<tr>
<td>12 September</td>
<td>Visit by car Kolokopé Station for selection of cotton and back to Atakpamé, Group A oral hearings at Atakpamé, Group B meeting with the commandant de cercle and French administrative and judicial officials at Atakpamé</td>
<td>24 kms. (15 mi.)</td>
</tr>
<tr>
<td>13 September</td>
<td>Depart by car from Atakpamé to Sokodé, meeting with chiefs at Agbandi and oral hearings at Blitta, Oral hearings and visit model farm at Sotouboua</td>
<td>199 kms. (124 mi.)</td>
</tr>
<tr>
<td>14 September</td>
<td>Group A oral hearings at Sokodé, Group B depart by car for Bassari, Kabou and Guérin-Kouka, visit model farm at Malfacassa, oral hearings at Bassari, Kabou and Guérin-Kouka, visit school and dispensary at Kabou and visit school at Guérin-Kouka, Return by car to Sokodé</td>
<td>100 kms. (62 mi.)</td>
</tr>
<tr>
<td>15 September</td>
<td>Meeting with the commandant de cercle at Sokodé, Depart by car for Lama-Kara, Meeting with chiefs and oral hearings at Koumondé and Bafilo, meeting with chiefs at Lama-Kara, visit dispensaries at Piya and Tchare</td>
<td>61 kms. (39 mi.)</td>
</tr>
<tr>
<td>Date (1952)</td>
<td>Description</td>
<td>Distance covered</td>
</tr>
<tr>
<td>------------</td>
<td>-------------</td>
<td>------------------</td>
</tr>
<tr>
<td>16 September</td>
<td>Depart by car to Dédalé and Niamtougou. Visit villages at Dédalé and Niamtougou. Depart by car from Lema-Kara to Sansanlé-Mango. Meeting with chiefs at Karé.</td>
<td>75 kms (46-1/2 mi.) 176 kms (109-1/4 mi.)</td>
</tr>
<tr>
<td>17 September</td>
<td>Meeting with the Paramount Chief at Sansanlé-Mango, visit of town and frontier post.</td>
<td></td>
</tr>
<tr>
<td>18 September</td>
<td>Depart from Sansanlé-Mango for Dapango. Visit school at Maudoga. Meeting with chiefs and oral hearings at Bombouaka and Dapango, visit village at Bombouaka. Visit town, dispensary, agricultural farm and frontier post at Dapango. Visit mobile clinic at Pana. Visit experimental farm at Barkoissi. Return by car to Sansanlé-Mango.</td>
<td>80 kms. (49-1/2 mi.) 80 kms. (49-1/2 mi.)</td>
</tr>
<tr>
<td>19 September</td>
<td>Travel by car from Sansanlé-Mango for Sokodé.</td>
<td>236 kms. (146-1/2 mi.)</td>
</tr>
<tr>
<td>20 September</td>
<td>Oral hearings at Sokodé. Depart by car from Sokodé to Blitta. Meeting with the Chief of Blitta at Blitta. Depart by rail-car from Blitta to Lomé.</td>
<td>365 kms.* (226-2/3 mi.)</td>
</tr>
<tr>
<td>21 September</td>
<td>Meeting with French officials at Lomé.</td>
<td></td>
</tr>
<tr>
<td>22 September</td>
<td>Meeting with French officials at Lomé. Depart by car for Anécho. Group A oral hearings at Attitogon and Anécho. Group B Depart by car for Agomes-Glozou and return to Anécho after having reached Alouenou. Group B Depart by car for Vogan and Togoville and return to Anécho because of bad state of roads. Return by car to Lomé.</td>
<td>45 kms. (28 mi.) 45 kms. (28 mi.)</td>
</tr>
</tbody>
</table>

*Sokodé to Lomé.
<table>
<thead>
<tr>
<th>Date</th>
<th>Description</th>
<th>Distance covered</th>
</tr>
</thead>
</table>
| 23 September | Interview with the Judge at Lomé  
Group A Visit to the Customs Headquarters at Lomé, visit to the Customs and police posts at Aflao, oral hearings, meeting with the Co-Chairman of the Joint Council for Togoland under French Administration and press conference  
Group B Depart by car to Vogan and Togoville  
Meetings with chiefs and return by car to Lomé  
Meeting with the Chamber of Commerce at Lomé | 125 kms. (77-2/3 mi.) |
| 24 September | Group A Visit town of Lomé  
Group B Oral hearings and meetings with French officials at Lomé  
Whole Mission. Meeting with the Commissaire de la République française au Togo |                     |
| 25 September | Depart by air for Douala in Cameroons under French administration | 1,050 kms. (625 mi.) |