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CONDITIONS IN TOGOLAND UNDER FRENCH ADMINISTRATION

Report of the Drafting Committee

Chairman: Mr. Max H. DORSINVILLE (Haiti)

1. At its 579th meeting on 16 February 1955, the Trusteeship Council appointed a Drafting Committee composed of the representatives of Belgium, China, Haiti and New Zealand to propose, in the light of the discussions which had taken place in the Council, conclusions and recommendations on conditions in Togoland under French administration and to propose a draft of the chapter on that Territory for inclusion in the next report of the Council to the General Assembly.
2. The Drafting Committee held five meetings, at the first of which it elected Mr. Max H. Dorsinville (Haiti) as its Chairman. The Committee had the assistance of the special representative of the Administering Authority and also of the representative of UNESCO.
3. In accordance with the new procedure for the examination of conditions in Trust Territories adopted by the Council at its fourteenth session, a number of formal proposals were submitted by various delegations in the course of the general discussion. On the basis of these proposals and in the light of the general discussion, the Committee drafted a number of conclusions and recommendations which it considered as reflecting the opinions of the Council as a whole.
4. In accordance with the decision taken by the Council at its fourteenth session concerning the form of its report to the General Assembly, and subsequently approved by the latter organ, the Committee also drafted a brief outline of conditions including such background material as would enable the

General Assembly to appreciate the significance of important developments and the conclusions and recommendations of the Council.

5. In accordance with the new procedure, the Secretariat prepared a summary of individual observations made by members of the Council in a more concise form than previously. By a decision of the Committee, the Secretariat circulated the summary to members of the Council and ascertained the corrections and revisions which they wished to have incorporated in their individual observations. The summary as thus revised is included in the draft of the Committee.

6. The outline of conditions, the draft conclusions and recommendations and the summary of individual opinions of members of the Council are reproduced, in an integrated form, in the annex to the present report. The Committee recommends to the Council that it adopt the outline of conditions and the draft conclusions and recommendations as the basic text of the chapter on Togoland under French administration for inclusion in its next report to the General Assembly.

7. The representatives of Belgium and New Zealand wish to record their reservations concerning the draft recommendation adopted on the subject of the status of the inhabitants of Togoland (Annex, paragraph 7) in view of the fact that this recommendation is based on discussions in the Council in connexion with the examination of the annual report not on Togoland under French administration, but on the Cameroons.

ANNEX

TOGOLAND UNDER FRENCH ADMINISTRATION

I. GENERAL

Observations of members of the Trusteeship Council
representing their individual opinions only

1. The representative of Australia expressed satisfaction about the steady progress in the development of the Territory.
2. The representative of India was impressed by the progress made in the year 1953, particularly in the fields of education and social services. A certain amount of vigour and imagination seemed, however, to be necessary in the matter of introducing political reforms, especially in view of the developments in Nigeria and the Gold Coast. He was of the opinion that this seeming reluctance on the part of the Administering Authority to delegate power and responsibility in increasing measure had in it more danger than may be apparent.
3. The representative of New Zealand considered that the Administering Authority should be commended for the prosperity of the Territory and the important advances made in many fields.

II. POLITICAL ADVANCEMENT

Outline of conditions and conclusions and recommendations proposed by the Drafting Committee

A. Status of the Territory and of its inhabitants

4. The Territory forms part of the French Union with the designation of "Associated Territory". By virtue of this association, legislative authority over the Territory is exercised by the legislative organs of the French Union, in which Togoland is represented by one representative in the French National Assembly, two in the Council of the Republic and one in the Assembly of the French Union.

5. The indigenous inhabitants of Togoland have the citizenship of the French Union and enjoy thus the rights and freedoms guaranteed by the Constitution.

6. The Trusteeship Council has on several occasions studied the constitutional relationship between Togoland and the French Union. At its thirteenth session, it had noted the observations made by the Administering Authority to the effect that the peoples of the Trust Territory would, upon the termination of the Trusteeship System, be free to achieve their aspirations outside the French Union if they so desired, and it expressed confidence that that relationship would continue to remain in accordance with the terms of the Trusteeship Agreement and the provisions of the Charter.

7. At its fifteenth session, the Council adopted the following conclusions and recommendations:

The Council, noting the information regarding the association of the Territory with the French Union already supplied to it, requests the Administering Authority to transmit to the Council a concise statement as to how it evaluates the effects of this association on the future political development of the Territory.

The Council, noting the statement made by the representative of France to the effect that studies are being carried out regarding the status of the inhabitants of the Territory, expresses the hope that the Administering Authority

will consider the possibility of establishing a Togolese citizenship and requests the Administering Authority to inform the Council of the results of these studies.

B. Territorial administration

8. Responsibility for the administration of the Territory is vested in the Commissioner of the Republic (Commissaire de la République), who is directly responsible to the Minister for Overseas France. The Commissioner is assisted in the administration of the Territory by an advisory organ (Conseil privé) composed, under his chairmanship, of senior officials and indigenous notables appointed by him.

9. The population takes part in the administration of the Territory through the Territorial Assembly which is composed of thirty members. This Assembly discusses and approves the budget of the Territory and deliberates on certain financial, economic and administrative matters; it must be consulted on other similar matters and may submit comments to the French Government on all matters affecting the Territory, with the exception of political questions.

10. At its thirteenth session, the Council noting that a draft law had been placed before the French Parliament providing for the broadening of the competence of the Territorial Assembly and the replacement of the Conseil privé by a Government Council having a broader membership and endowed with greater powers, expressed the hope that the draft law would be enacted in the near future.

11. The representative of France informed the Council at its fifteenth session that this draft law had already been adopted at the first reading by the French National Assembly, but had been amended by the Council of the Republic and would very shortly be referred back for a second reading to the National Assembly.

12. At its fifteenth session the Council adopted the following conclusions and recommendations:

The Council notes that the draft law ^{1/} concerning the territorial and regional institutions of Togoland under French Trusteeship was adopted at the first reading by the French National Assembly on 3 November 1954, was examined by the Council

^{1/} The text of this draft law is to be found in document A/C.4/299.

of the Republic on 18 December 1954 and was referred back for a second reading to the National Assembly.

The Council, mindful of the delay involved in the adoption of this law, strongly reiterates the hope, already expressed at its thirteenth session that the draft law providing for wider powers to the Territorial Council and for the establishment of a Government Council, will be finally adopted and enacted in the very near future.

C. Regional administration: Conseils de circonscription

13. The Territory is divided into cercles and subdivisions headed by administrators responsible to the Commissioner of the Republic. The Administering Authority has reported that a new subdivision was created in November 1953 and that the Administration was considering changing one of the subdivisions to a cercle. Moreover it informed the Council at its 15th session that in the course of 1954 three new subdivisions had been created.

14. The conseils de circonscription, established in 1951, examined during 1953, inter alia, the draft budget of each circonscription, rates of local taxes, and the planning and execution of public works programmes. The conseils de circonscription must be consulted on these questions by the Administration and the Administering Authority had informed the Trusteeship Council at previous sessions that the members of these councils showed a clear understanding of the importance of their task. Meetings are normally held twice a year and were attended by the chef de circonscription or his representative; the members are elected by universal suffrage in two stages.

15. Since the draft concerning the Territorial Assembly and the Government Council mentioned above ^{1/} was designed also to give the conseils de circonscription increased powers, the Council at its thirteenth session, had, in this instance also, reiterated the hope that this draft law would be promulgated as soon as possible.

^{1/} See paragraph 10 above.

16. At its fifteenth session, the Trusteeship Council adopted the following recommendation:

The Council, recalling its previous recommendations, strongly reiterates the hope that the draft law concerning the territorial and regional institutions of Togoland under French Trusteeship, will soon be adopted by the French Parliament, and that it will considerably increase the powers of the conseils de circonscription.

D. Municipal Councils

17. The towns of Tsévié and Bassari were given municipal status in 1952 and 1953 thus raising the total number of municipalities to seven. These municipalities are communes de moyen exercice. They are headed by an Administrator-Mayor appointed by the Commissioner of the Republic. The Administrator-Mayor is assisted by a municipal council elected by universal suffrage and vested with certain powers in administrative and budgetary matters. All the members of these councils, with one exception, are Africans. The Administering Authority has informed the Council that it had prepared a draft law to raise Lomé to the status of a commune de plein exercice, having a mayor elected by the municipal council, but consideration of the law was postponed until legislation relating to the French overseas territories as a whole could be studied. At its fifteenth session, the Administering Authority informed the Council that the draft law designed to promote the urban centres of Lomé, Anécho, Atakpamé and Sokodé to the rank of communes de plein exercice, had been adopted at its first reading by the National Assembly in July 1954.

18. At its fifteenth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction that the number of mixed communes is now seven communes de moyen exercice; it notes also that a draft law raising four of them to the status of communes de plein exercice is now being examined by the French Parliament, and expresses the hope that it will be adopted in the very near future.

E. Suffrage

19. The inhabitants of the Territory exercise their suffrage by electing representatives to the French National Assembly, the Territorial Assembly, the district councils and the municipal councils. Representatives in two other organs of the French Union - the Council of the Republic and the Assembly of the French Union - are chosen by the Territorial Assembly.

20. Since the law of 6 February 1952 abolished the system of two electoral colleges in Togoland, the electors of the Territory have formed a single college. Voters must be adult citizens and belong to one of the categories of qualified electors determined by electoral laws. Apart from French nationals, the categories are as follows: persons at a certain level of social advancement (notables évolués); members and former members of local assemblies and of certain associations and societies; holders of certain French decorations and honours; Government officials or permanent employees; present and former native court presidents and assessors; ministers of religion; servicemen and ex-servicemen; merchants, manufacturers, planters, artisans and, in general, all holders of a licence; chiefs or representatives of native communities; owners of property holding a title; holders of a hunter's permit or driver's licence; all persons who can read French or Arabic; mothers of two children who are living or who have died for France; holders of pensions; and finally heads of households.

21. In its annual report for 1953, the Administering Authority stated that from 31 March 1953 to 31 March 1954, the number of registered voters rose from 113,279 to 152,099. It further informed the Council, at its fifteenth session, that as a result of a revision of the electoral lists, there were good reasons for believing that this number had increased to approximately 200,000. The special representative of the Administering Authority, for his part, pointed out that women with less than two children and persons without an occupation were in fact the only two categories of adults without the right to vote.

22. At its thirteenth session, the Council had noted with satisfaction the continued increase in the number of registered voters in the Territory, but had urged the Administering Authority to establish a system of universal, direct

and secret suffrage and expressed the hope that the Administering Authority would encourage all registered voters to exercise their rights.

23. At its fifteenth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the increase in the number of registered voters in the Territory. Noting the statement made by the Administering Authority, to the effect that the principle of universal suffrage is accepted; observing, however, that the application of this principle as reflected by a long and detailed enumeration of categories of electors in the legislation now in force is still incomplete, recommends that the system of universal and direct suffrage be fully implemented in the Territory.

Observations of members of the Trusteeship Council
representing their individual opinions only

General

24. The representatives of Australia and New Zealand commended the Administering Authority's successful policy of bringing the Administration closer to the people and giving the Togolese more opportunities to participate in local government.

25. The representative of India expressed concern that the Administration was still largely one of direct rule with the people's representatives sharing very little real responsibility and power beyond giving expression to their views in certain public bodies. There was in the Territory no real executive or legislative body.

26. The representative of the Union of Soviet Socialist Republics said that no appropriate time limit for the attainment of self-government or independence had been set by the Administering Authority in accordance with General Assembly resolutions 558 (VI) and 752 (VIII). Furthermore, neither the Administering Authority's report nor the special representative's explanations furnished any information which might indicate however obscurely an intention on the part of the Administering Authority to promote the Territory's development towards self-government or independence.

The Trusteeship Council should recommend the Administering Authority to include in its annual reports, in accordance with resolutions 558 (VI) and 752 (VIII), information concerning the measures taken to lead the Trust Territory, in the shortest possible time, to the objective of self-government or independence, and information concerning the period of time required for such measures.

Status of the Territory - association with the French Union

27. The representative of India was still in considerable doubt as to whether the position of the Territory vis-à-vis the French Union was compatible with the provisions of the Charter and the Trusteeship Agreement. He found particularly distressing the fact that it should have been necessary to include the Territory in the French Union without consulting the people of the Territory.

28. The representative of the Union of Soviet Socialist Republics stated that, in violation of the provisions of the Charter and the Trusteeship Agreement, the Administering Authority had incorporated the Trust Territory in the French Union, as though it were a mere colony, without the acquiescence of the native population. This hampered and, in fact, made impossible the independent political development of the Trust Territory as a separate entity towards self-government and independence, all the more in that the French Constitution did not contemplate any future accession of this Territory to self-government or independence.

29. The representative of Syria observed that the status of the Territory from the point of view of international law (the Charter and the Trusteeship Agreement), and its status from the point of view of internal law (the French Constitution of 1946) were compatible. The French Constitution placed no obstacle to the realization of the Trusteeship System's objectives. He added that the Territory must not be ruled like the Overseas Territories.

30. The representative of France stated that there was no conflict in terms between the present situation of Togoland within the French Union and the commitments assumed by France under the Charter and the Trusteeship Agreement.

Territorial Assembly and Administration

31. The representatives of Haiti expressed profound disappointment that the draft law on the territorial administration was still before the French Parliament and far from enactment. He urged the Administering Authority to call the attention of the French Parliament to the necessity of early action.
32. The representative of India considered that the Territorial Assembly had very limited powers of discussion and deliberation and was precluded from discussing any political questions. He was of the opinion that such a body could and should discuss matters of vital concern to the people of the Territory, such as the constitution, the political reforms, the association with other countries, the unification of the two Togolands. He therefore urged the Administering Authority to consider the early granting to the Territorial Assembly of wider powers. He also considered that there was great danger in the slow political evolution, and in this respect he noted the delays in the establishment of an Executive Council with elected members in the majority.
33. The representative of the Union of Soviet Socialist Republics considered that no true legislative authority would be conferred on the Territorial Assembly by the draft bill introduced before the French Parliament, since it would still be subject to the higher authority of the Commissioner of the Republic and political questions would, as before, remain outside its purview. Executive power also would remain in the hands of the Commissioner of the Republic, since the Government Council was not entitled to take decisions on any serious question (T/FV.578, pp. 78, 79, 81). The Trusteeship Council should recommend the Administering Authority to set up in the Trust Territory in the near future democratically established legislative and executive organs which would be entirely independent of the corresponding organs of the French Union.
34. The representative of Syria stated that the Territorial Assembly should enjoy legislative powers and that nothing in the French Constitution made this impossible.
35. The representative of France recalled that if the Territorial Assembly could not vote laws, it nevertheless did have deliberative powers of undeniable

importance, namely the power to discuss and vote the budget of the Territory.

Electoral system

36. The representative of Haiti considered that the categories enumerated in the electoral law perhaps took in the bulk of the population but that some of the qualifications for voting could not be defended. He thought that it would be much easier to redraft the electoral law in line with the Trusteeship Council's recommendations.

37. The representative of China was pleased to learn about the steady increase in the number of registered voters, but noted that the goal of universal suffrage had not yet been reached, and that the provisions of the law concerning the qualifications of voters were rather surprising.

38. The representative of India considered that the whole suffrage system was very cumbersome, and that the time had come for a more realistic appreciation of the facts of the situation. He felt that universal adult suffrage might be introduced without much difficulty.

39. The representative of the Union of Soviet Socialist Republics criticized the existing system of sixteen categories of electors, which ensured to the Trust Territory no better standing than any colony of French West Africa. This system proved its inadequacy and should be abolished in favour of universal suffrage.

Political parties

40. The representative of India would like to see a reduction of tension between the two main political parties in the Territory, and the development of better relations and understanding between them. He was of the view that the situation was somewhat obscure, and suggested that the Visiting Mission inquire into it.

Conseils de circonscription and municipal councils

41. The representative of Australia noted with satisfaction the increase of mixed communes, and the legislative action being taken to raise four of them to the status of communes de plein exercice.

Public services

42. The representative of New Zealand looked forward to seeing a steady increase from year to year in the number of Africans in public service, especially in the higher echelons.

Judicial system

43. The representative of China noted that six scholarship students were pursuing their legal studies in France in 1953. As this number was far from adequate to meet the shortage of personnel required for the establishment of a fully independent judiciary, he considered that it was incumbent upon the Administering Authority to increase very extensively the number of trainees in this field.

44. The representative of Belgium felt that the Administering Authority would be well advised to recognize and control the tribunals of conciliation existing in Mango, since these tribunals differed from customary jurisdictions only inasmuch as no control was exercised over them.

45. The representative of the Union of Soviet Socialist Republics noted that there was no separation yet between administrative and judicial authorities. He expressed concern that the vernacular was not used in the courts and that judgeships were open to French citizens only. He regretted that the Territory should have no appeals court and no State attorney of its own.

He observed that the Council should recommend the Administering Authority to set up in Togoland in the near future judicial organs established wholly in accordance with democratic principles and independent of the judicial organs of the French Union.

46. The special representative of the Administering Authority explained that those appearing in courts, who do not know French, have sworn interpreters available to them, free of charge. He denied that only French citizens could be judges, and stated that the Africanization of the Administration personnel and the magistracy was one of the main concerns of the Administering Authority.

Traditional chiefdoms and tribal system

47. The representative of Belgium felt that the question of customary services and dues to chiefs was a political matter, he doubted that these services were only of a symbolic nature, and felt that they should be clearly defined. As for collective projects of the community, those who did not want to participate in them should be authorized to make a payment in money instead.

48. The representative of the Union of Soviet Socialist Republics stated that the Administering Authority continued to foster the antiquated feudal and anti-democratic tribal system. The Council should recognize that this tribal system was incompatible with the progressive political development of the population, and recommended that the Administering Authority introduce practical measures to promote the transition from the backward tribal system to a system of self-government based wholly on democratic foundations.

49. The representative of France drew attention to the fact that the basic problem of indigenous policy was to harmonize traditional principles of power with democratic principles.

50. The special representative of the Administering Authority stated that the chiefs were evolving together with the rest of the population, and were often the spearheads of progress. He promised that a further study of the question of regulating the dues paid to chiefs would be undertaken.

III. ECONOMIC ADVANCEMENT

Outline of conditions and conclusions and recommendations proposed by the Drafting Committee

A. General

51. The Administering Authority states that 1953 was a year of economic prosperity; with a few exceptions, the harvest was good or excellent, prices often showed an upward trend, the quality of products improved and, finally, the trade balance showed a large surplus. The new four-year development plan launched during the second half of the year was primarily aimed at increasing agricultural production and productivity and devoted to it and to the simultaneous development of animal husbandry and forestry, the major part of available resources.

B. Agriculture

52. The greater part of the indigenous population makes its living from agriculture. Each family devotes itself to growing food crops and to a lesser extent, export crops. Agricultural production is entirely in the hands of the indigenous inhabitants.

53. The 1953 report of the Administering Authority shows that agricultural production rose considerably as compared with the preceding year thanks to an increase in the production of food crops which rose from a total of 851,680 tons in 1952 to a total of 913,700 tons in 1953. On the other hand, there was some decline in cash crops, the total production of which fell from 80,028 tons in 1952 to 74,400 tons in 1953; this decline, however, only reflects the special situation of shea nuts (karité) the production of which fell by 5,000 tons in 1953. Nearly all other cash crops showed an increase over 1952; for example, the production of coffee rose from 2,543 to 2,900 tons, a result which the Administering Authority, in its 1953 report attributed to the institution in 1953 of an encouragement bonus of 10,000 francs per hectare planted, whereby 2,774,869 francs were paid in the Klouto, Atakpamé, Tsévié and Anécho cercles.

54. At its thirteenth session, the Council had invited the Administering Authority to intensify its efforts to acquaint the indigenous population with modern agricultural methods suited to the Territory and to persuade it to adopt such methods; it had further invited it to study the possibility of guaranteeing to the local producers a sufficiently stable and remunerative price for their produce and that steps should be taken to supervise the price paid to the producers by middlemen. In its 1953 report, the Administering Authority stated that during that year it had taken the following steps to deal with the above points: with regard to the dissemination of draught ploughing, it helped to instruct thirteen trainees and had two pilot centres built; with regard to the stability of agricultural prices, in the case of cotton, it prevented the collapse in world prices from leading to a fall in Togolese prices, by importing into the metropolitan territory the whole of the production at a guaranteed price about 20 per cent above world prices and, in the cases of cocoa and coffee, it halted a strong upward trend by raising the rate of export taxes, the yield of which will help to sustain prices during the years of falling prices.

55. At its fifteenth session, the Trusteeship Council adopted the following conclusions and recommendations:

The Council, noting with satisfaction the increase in agricultural production, which is entirely in the hands of indigenous farmers, reiterates its approval of the policy followed by the Administering Authority to diversify the export crops and improve agricultural methods. The Council recommends that the Administering Authority study the desirability of taking such additional measures to sustain prices and protect agricultural producers as might be required by world market fluctuations.

C. Forests

56. At previous sessions, the Council had expressed the hope that the Administering Authority would continue to take measures to educate the population on the importance of preserving forests for the welfare of the Territory, so that local opposition might soon be overcome. According to the 1953 report, the Territory's forest domain covered an area of 188,000 hectares, or an increase

of 24,000 hectares over the preceding year. The Administering Authority has pointed out that the forestry service is now finding it much less difficult to classify wooded areas and that the new classifications were carried out with the full agreement of qualified representatives of the population. Preliminary plans had been made for the classification in 1954, of various practically uninhabited mountain areas, with a total of 200,000 hectares, essential for the Territory's water supply. Under the four-year plan, it was also planned to open up considerable areas for reclamation in the more threatened areas of Togoland in order to diminish the destructiveness of bush fires. Lastly, the Administering Authority pointed out that a certain type of exploitation, namely that of artificial teak groves, was now being developed and tending to take precedence over other types; thus it would soon be possible to consider the export of teak, which is a very valuable wood.

57. At its fifteenth session, the Trusteeship Council adopted the following conclusions and recommendations:

The Council, recalling its observations of previous years, expresses the hope that the people will increasingly understand that the classification of forests is a measure taken in the general interest of the Territory, and recommends that the Administering Authority continue its efforts in that direction. The Council notes with interest the use of teak trees for re-afforestation.

D. Industries

58. Apart from the railway shops, automobile repair shops and the power station, all industry in Togoland remains connected with the preparation for export or the processing of agricultural produce. The 1953 report states that during the year, among already existing plants, grated copra and potato-starch factories had increased their productive capacity by installing additional plants and acquiring new equipment. However, in this connexion the dominant feature of the past year is that of the setting up of two new factories; an oil mill at Alokouégbé and a soap and perfume works at Bé. The oil factory, which went into operation in December, has a production capacity of 750 tons of oil per annum which, it is thought, will be achieved very rapidly. The soap works came into service in August and began to produce household soap with a palm

oil base; later, it will also manufacture perfumed soap. The Administering Authority pointed out in its report that the effect of this works had already made itself felt on the local market, partly through one increased use of local palm oil and partly by a 25 per cent decline in the retail price of household soap. The perfume works, which was only established at the end of the year, will not go into production until 1954; it is also expected that it will considerably lower the local retail price of eau de Cologne and perfume. Other projects for 1954 relate to the extraction of oil from kapok, castor and cottonseed, of which Togoland is an important producer and which it finds difficult to market in its raw state.

59. At its thirteenth session, the Council had noted with satisfaction the development of industrialization of the Territory and expressed the hope that the development would continue on a more diversified basis.

60. At its fifteenth session, the Trusteeship Council adopted the following conclusions and recommendation:

The Council, recalling the observations made at its previous sessions concerning the industrialization of the Territory, notes the establishment of an oil mill and of a soap and perfume factory and recommends that the Administering Authority keep in mind the desirability of establishing in the Territory new processing industries, whenever possible.

E. Mining

61. While no start was made in 1953 in the exploitation of the Territory's mining deposits, the Administering Authority pointed out that some studies undertaken during the year had revealed that the phosphate deposits in Southern Togoland could be exploited on a sound economic basis and that the initial rate of exploitation might be such as to alter the local economy considerably. In December 1953 the Administering Authority set up a "Togoland Mining Service".

62. At its fifteenth session, the Trusteeship Council adopted the following conclusions and recommendation:

The Council, noting the establishment in the Territory in 1953 of a Mining Service, recommends that the Administering Authority actively pursue the survey

of the mining resources of the Territory. It expresses the hope that as a result of the existence and future exploitation of the phosphate deposits, chemical fertilizers will eventually be available to the farmers of the Territory, at a reasonable cost.

F. Indigenous co-operatives and provident societies

63. No agricultural co-operative was set up in 1953; however, a new form of co-operative made its appearance in Togoland, namely purchasing groups of retail tradesmen. A co-operative of this type had been set up at Lomé by jewellers and another was now being formed between retailers of cloth and household articles. On the other hand, no changes had taken place with regard to provident societies.

64. At previous sessions the Council had congratulated the Administering Authority on establishing co-operatives among the indigenous inhabitants but had also expressed regret that the development of the co-operatives was somewhat slow. It noted, however, the assurance given by the Administering Authority regarding the continuous encouragement of co-operatives and the training of personnel in this field.

65. At its fifteenth session, the Trusteeship Council adopted the following conclusions and recommendation:

The Council recommends that the Administering Authority continue to encourage the development of co-operatives, and in particular the training of qualified personnel for the management and the control of co-operatives; it expresses the hope that the Administering Authority will continue its propaganda among the people with a view to persuading them of the social and economic benefits of the co-operative movement.

Observations of members of the Trusteeship Council
representing their individual opinions only

General

66. The representative of China expressed satisfaction at the increase of agricultural production, the increase in exports, the advance of the programme of forest classification, the information on phosphate deposits and the successful completion of the first phase of the ten-year plan.

67. The representative of India was concerned to note that in spite of the prosperity in 1953, the pattern of the economy was still somewhat colonial and far from becoming self-sufficient in certain vital aspects; the Territory continued to depend for its existence on the export of its raw materials, and was often at the mercy of world prices.

68. The representatives of the United Kingdom and New Zealand considered that the remarkable developments in the economic field were most heartening.

69. The representative of the Union of Soviet Socialist Republics considered that the economic development of the Territory was being pursued for the benefit of vested interests only, and not for bettering the standards of living of the indigenous inhabitants. Raw materials which could successfully be produced in the Territory were being imported, while those which were produced in the Territory were being exported to serve foreign markets. The Territory's economy still remained a colonial one (T/PV.578, pp. 92-93).

70. The special representative of the Administering Authority observed that to speak of the colonial economy of Togoland was to deliberately overlook the important contributions, under the form of gifts made by France, within the framework of FIDES, and to ignore the objectives and tendencies of that plan (T/PV.589, p.18).

Agriculture

71. The representative of Haiti noted with satisfaction that the Administration had been pressing forward with its efforts at diversification so as to render the Territory less dependent on cocoa.

72. The representative of Belgium noted that great improvement had been achieved in the production of choice products and believed that considerable progress could be expected in the future, especially with regard to palm trees, coffee and cocoa plants.

73. The representative of the United Kingdom noted that agricultural production, particularly cocoa, had shown a gratifying increase. He was particularly interested in the remarkably successful introduction of an encouragement bonus.

74. The representative of New Zealand expressed satisfaction at the increase in the production of food crops and at the Administration's efforts to avoid monoculture. He felt that producer co-operatives for the processing and sale of such crops should be encouraged, and was glad to learn of the establishment of two new co-operatives.

75. The representative of the Union of Soviet Socialist Republics stated that agriculture was being developed in an old-fashioned way. In 1953, the imports of agricultural machinery amounted to four machines for the processing of palm nuts and ten machines for the cleansing of coffee.

Land

76. The representative of Syria considered that the land tenure system should be unified, with registration made compulsory for all types of land.

77. The special representative of the Administering Authority observed that one cannot rush local customs and use compulsion in the field of land registration.

Forests

78. The representative of Australia noted with gratification that the Territory's forest domain was increasing, that the classification of forests was meeting progressively less opposition from the people, that the new classifications were carried out with the full agreement of qualified representatives of the people, and that progress was being made in the development of forests, particularly teak forests.

Mining

79. The representative of Haiti suggested that a greater effort should perhaps be made in the field of mining, in order to determine what resources exist in the Territory's subsoil.

80. The representative of Australia welcomed the Administering Authority's investigations in respect of phosphate production and the exploitation of iron ore deposits, and expressed the hope that the people of the Territory may find in the exploitation of these resources a new avenue for accelerating their economic development and for enhancing their prosperity.

81. The special representative of the Administering Authority underlined the fact that the mineral resources of the Territory had only recently been discovered.

Industries

82. The representatives of Haiti, India and the United Kingdom welcomed the establishment of two factories for palm oil and for soap and perfume. The representative of Haiti wondered why a chocolate factory should not be installed in the Territory.

83. The representative of India felt that the extension of industries generally should be encouraged, so that, so far as possible, the conversion of raw materials into finished products may take place locally.

84. The representative of the Union of Soviet Socialist Republics felt that the Administration would deserve more praise, had it opened a factory to produce ploughs or other agricultural machinery needed by the farmers of Togoland, who still worked their land with a hoe.

Foreign trade

85. The representative of Syria considered that the system of import and export licences should be extended to the transactions between the Territory and the metropolitan country.

86. The special representative of the Administering Authority observed that Togoland being a part of the French franc monetary system, it was logical not to apply the licence system to trade with France.

Taxation

87. The representative of the Union of Soviet Socialist Republics felt that the Administering Authority had substituted for the former poll-tax a household tax which was equally, if not more, inequitable. Inequity was also evidenced in the assessment and collection of taxes. He questioned the advisability of exempting from taxation commercial and industrial profits of companies, especially of new factories and plantations, since the territorial budget was basically balanced from the revenue in the Territory itself.

88. The special representative of the Administering Authority stated that there was no household tax. Most of the farmers paid a personal tax, at the minimum rate.

IV. SOCIAL ADVANCEMENT

Outline of conditions and conclusions and recommendations proposed by the Drafting Committee

A. Public health

89. According to the Administering Authority's report, the budget of the health services for 1953 was 354,714,000 francs CFA including approximately 65 million francs CFA allocated to the medical services under FIDES, that is to say the plan for the development of the Territory. In 1952, the respective figures were 451,473,248 francs CFA and 70 million francs CFA. The total number of general consultations (including consultations under the maternal and child welfare service) was 542,329 in 1953 as against 572,759 in 1952. The number of births with medical attention was 7,912 as against 7,246 in 1952. For 1952 and 1953, the figures for consultations under the maternal and child welfare service were as follows:

	<u>1952</u>	<u>1953</u>
Pre-natal consultations	43,357	50,127
Post-natal consultations	68,825	61,752
Children up to two years	481,003	490,408
Children two to five years	599,487	654,069

90. The medical staff in 1952 and 1953 consisted of the following:

	<u>1952</u>	<u>1953</u>
Fully qualified doctors	13 (3 Africans)	15 (3 Africans)
African doctors (trained in Dakar)	17	15
Pharmacists	1	1
African pharmacists (trained in Dakar)	2	2
Dental surgeons	1	1 (African)
Nurses	407	414
Midwives	29 (27 Africans)	29 (28 Africans)
Sanitary agents	25	40

91. The number of Africans taking courses of study in France in 1952 and 1953 were as follows:

	<u>1952</u>	<u>1953</u>
Medicine	16	17
Dental surgery	5	5
Pharmacy	6	6
Midwifery	3	3
Social welfare	1	-

92. With reference to the campaign against the major local diseases, the Administering Authority's report stated that in 1953 the mobile health and prophylactic service, which has just been reorganized, submitted the following figures for North Togoland: population according to census - 270,851; number of people visited - 205,112; proportion present - 75.7 per cent; cases detected - 2,153; vaccinations - 193,240. At its fifteenth session, the Administering Authority informed the Council that the hospital at Lomé had been inaugurated in 1954 and was functioning in a most satisfactory manner.

93. At its thirteenth session, the Council had noted particularly the completion of the hospital at Lomé and the increased budgetary allocations for medical purposes, but it nevertheless had urged the Administering Authority to intensify its efforts to train medical personnel and to pursue vigorously the campaigns which it was conducting against major diseases still prevalent in the Territory.

94. At its fifteenth session, the Trusteeship Council adopted the following conclusions and recommendations:

The Council, noting with satisfaction the progress made in the field of preventive medicine, particularly in combatting malaria, noting also the expanding activities of the mobile health and prophylactic services, recalling its previous observations and recommendations on the subject of public health, stresses the need for continued expansion of public health work and recommends that the Administering Authority intensify its efforts to increase the number of medical personnel in the Territory and the facilities for their training at all levels.

The Council, noting the observations of WHO contained in its report on public health in the Territory (T/1156), and in particular the remarks on the environmental sanitation needs of the Territory, commends these observations and remarks to the attention of the Administering Authority.

Observations of members of the Trusteeship Council
representing their individual opinions only

Fundamental freedoms

95. The representative of the Union of Soviet Socialist Republics expressed concern at the violations of human rights by the Administering Authority, as evidenced by many petitions. The Comité de l'unité togolaise, for instance, had complained of brutalities against members of its organization.

The petitions showed that the Administering Authority was taking direct police, administrative and judicial action against members of political parties who made statements explaining the views of particular delegations and the decisions of the General Assembly concerning Togoland, or the question of the unification and independence of the two Togolands. The Trusteeship Council should accordingly draw the Administering Authority's serious attention to the continuing persecution of political parties, meetings, unions, newspapers and individuals and recommend the Administering Authority to restore and observe the fundamental democratic human freedoms in the Trust Territory.

96. The representative of France recalled that the texts applying in the Territory to freedom of association, of meeting, or religion, of the press and of the trade unions were the same as those applied in France.

Standards of living

97. The representative of Haiti felt that despite a shortage of personnel the Administration should continue its studies aimed at measuring more validly the various standards of living.

Labour conditions

98. The representative of Australia considered the introduction of the Labour Code in December 1952 as a notable development in Togoland; he stressed that it was due to the initiative of the Administration and noted that there had been neither any preliminary periods of agitation nor any disturbing political or economic consequences which had been noticeable in other parts of the world.

99. The representative of the United Kingdom viewed the progressive application of the Labour Code as an important step toward promoting settled conditions for wage-earners.

Health

100. The representative of China expressed the hope that the Administering Authority would achieve success in endeavours similar to the modern hospital at Lomé, as there was still considerable room for continued effort to meet the medical and health requirements of the Territory.

101. The representative of Belgium noted that two new hospitals had been built and considered that the Lomé hospital should serve as a model in Africa.

102. The representative of New Zealand considered that remarkably good work was being done by the present health service, especially by the mobile health teams. He felt, however, that more staff at all levels was needed, and expressed regret at the closing in 1954 of the nursing school at Lomé and the lack of Togolese students in the medical school at Dakar. He emphasized the value of training African women, rather than African men to become nurses and nurses aides.

103. The representative of the Union of Soviet Socialist Republics observed that, while malaria was still endemic and social diseases rampant, there were only fifteen doctors in the Territory, in 1953, for a population of half a million inhabitants.

The Trusteeship Council should recommend the Administering Authority to increase the appropriations for public health in Togoland and greatly to increase the number of doctors.

104. The representative of Syria asked that something be done to increase the exceedingly small number of doctors in the Territory.

105. The special representative of the Administering Authority recognized that diseases existed in the Territory, but added that they were actively and successfully fought. The figure of fifteen doctors did not include doctors working in private clinics, nor those graduated from the Dakar medical school. He remarked that it was difficult to get girls to train as nurses unless they believed that the Administration would provide them with jobs at the completion of their studies.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions and conclusions and recommendations proposed by the Drafting Committee

106. According to the Administering Authority's report, the number of pupils and of classes in elementary schools have considerably increased in 1953. Progress has been especially great in the field of elementary education for girls (an increase in school attendance of 14.61 per cent by comparison with 1952) and in the Northern part of the Territory (an increase of 11.05 per cent in both male and female pupils against 8.21 per cent in the South). This quantitative progress was paralleled, according to the Administering Authority's report, by qualitative progress, as evinced by the successes achieved at examinations and the percentage of passes. The Administering Authority has also derived encouragement from the fact that almost 30 per cent of the candidates for the certificat d'études primaires would be prepared, if they passed the examination, to engage in agriculture.

107. The following tables show in relation to primary and secondary schools the educational picture in the Territory for 1952 and 1953. There is no institution of higher education in the Territory.

	<u>Number of classes</u>		<u>Enrolment</u>			
	<u>1952</u>	<u>1953</u>	<u>Boys</u> <u>1952</u>	<u>1953</u>	<u>Girls</u> <u>1952</u>	<u>1953</u>
<u>Primary schools</u>						
Government schools	464	490	20,448	21,784	4,669	5,399
Private schools	442	475	18,146	19,542	5,262	5,972
Total	906	965	38,594	41,326	9,921	11,371
<u>Secondary schools</u>						
Government schools	23	25	422	457	80	97
Private schools	19	23	363	465	116	119
Total	42	48	785	922	196	216

108. As for technical and vocational training, the number of students in 1952 and 1953 was distributed as follows:

	<u>1952</u>	<u>1953</u>
Commercial section of Lomé college	83	78
Technical section of Sokodé college	82	83
Girls' domestic science schools (Government and private)	83	113

109. The number of scholarships granted by the Administering Authority to the indigenous inhabitants willing to pursue higher studies in France was in 1952 and 1953 distributed as follows:

<u>Higher education:</u>	<u>1952</u>	<u>1953</u>
Arts	4	5
Law	8	6
Science	19	12
Medicine	16	17
Midwifery	4	3
Pharmacy	6	6
Dentistry	5	5
Public works	55	2
Engineering	4	1
Agriculture	4	2
Art	4	2
<u>Secondary education:</u>	14	-
<u>Technical education:</u>	15	4
Total:	<u>108</u>	<u>65</u>

110. The substantial reduction in 1953 in the number of scholarship-holders sent to France is attributed by the Administering Authority, at least so far as secondary education is concerned, to the development in the Territory of a "complete" secondary education. At its fifteenth session, the special representative of the Administering Authority informed the Council that, the selection of candidates for scholarships was made by a Scholarship Board which met twice a year. Only candidates who felt wronged could send a petition to the Commissaire de la République.

111. At its thirteenth session, the Council, noting the essentially agricultural nature of the Togoland economy, had recommended that the Administering Authority should encourage qualified Africans to pursue their studies in the higher agricultural schools, and had expressed the hope that the Administering Authority would increase the number of scholarships.

112. At the fifteenth session, the special representative of the Administering Authority mentioned that students who are following science courses in French universities, could later on enter higher agricultural schools.

113. At its fifteenth session, the Trusteeship Council adopted the following conclusions and recommendations:

The Council, noting the general increase in school enrolment, considering however, that a large number of school-age children do not as yet benefit from education, especially secondary education, reiterates its previous recommendations urging the Administering Authority to accelerate the development of education at all levels, and especially that of secondary education, the expansion of which is required to enable more Togolandese to receive higher education; noting in particular the increase in school enrolment in the North of the Territory, further recommends that the Administering Authority continue its efforts to reduce gradually the disparity in the educational conditions obtaining between the North and the South.

The Council, noting further the basic agricultural nature of the Territory, recommends that the Administering Authority consider - in addition to providing a greater number of scholarships for higher agricultural studies - the possibility of instituting courses in agriculture and animal husbandry, appropriate to the needs of the Territory, as an integral part of the curriculum in the schools of Togoland.

The Council takes note of the observations of UNESCO on educational advancement in the Territory (T/1150) and commends these observations to the attention of the Administering Authority.

Observations of members of the Trusteeship Council
representing their individual opinions only

114. The representative of Haiti thought that the picture of the educational situation in the Territory was not very clear; there was a high number of graduates of primary studies as against a low figure of graduates of secondary studies.

115. The representative of China considered that much more remained to be done by the Administering Authority in the realm of primary, secondary, technical, higher and adult education. He felt that the essentially agricultural character of the Territory's economy called for an increased number of specialists in agriculture, and suggested a reallocation of scholarships along these lines.

116. The representative of Australia noted a further expansion of Government expenditure in 1953 in the field of education. He drew particular attention to the remarkable success achieved in increasing enrolment in the northern cercles. He noted with pleasure that education in the Territory rested upon the principles of absolute equality in respect of race, sex, language and religion, and upon the principle of free education.

117. The representative of India got the impression that the educational system in the Territory was very similar to the system in the metropolitan country, and did not make any special provision for local conditions. Greater attention should be paid to creating better foundations for the new society that is evolving, and also bridging the gap between the élite and the traditional section of the population. The system of scholarships in France would achieve better results if the services of the students on their return could be put to the best uses in the interest of the Territory.

118. The representatives of Belgium and of the United Kingdom noted with satisfaction the increase in school attendance on the part of girls. The representative of Belgium felt that the prejudice against agricultural work would gradually disappear when knowledge of writing and reading was generalized, and commended the Administration for providing subsidies to private schools.

119. The representative of New Zealand noted that in certain areas school attendance had reached almost 100 per cent of children of school age and hoped that, as the need arose, new secondary schools would be established.

He commended the Administration for instructing the villagers in improved methods of agriculture and hygiene with the help of two cinema trucks equipped with radio receivers and libraries. He trusted other adequate steps would be taken towards maintaining the interest of the populations in new ideas after school had been completed.

120. The representative of the Union of Soviet Socialist Republics considered that, according to UNESCO calculations, 65 per cent of children were not enrolled in schools, while in some areas school attendance was only 13 per cent of the number of children. He considered unacceptable the Administration's contention that further development of secondary education was not advisable, and said that the Trusteeship Council should draw the Administering Authority's serious attention to the situation in regard to education and recommend it to take all the necessary steps to extend primary and secondary education, to increase the allowances for students receiving higher education, to increase the number of schools in the Territory, and, above all, to open Government schools.

121. The representative of Syria considered that primary education should be made compulsory, that secondary educational institutions should lead to the second part of the baccalauréat, that university education should be introduced, and that the scholarship system should offer better guarantees against unjustified denials.

122. The special representative of the Administering Authority remarked that in the field of education, Togoland stood in the vanguard of progress.
