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1/58035 x 1/5822

REPORT  
BY  
HIS BRITANNIC MAJESTY'S GOVERNMENT  
TO THE  
COUNCIL OF THE LEAGUE OF NATIONS  
ON THE ADMINISTRATION OF THE  
BRITISH CAMEROONS  
FOR THE YEAR  
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CONTENTS.

	Page
I. Introductory ... ..	3
II. Legislation ... ..	8
III. Administrative Organisation and Progress ... ..	9
IV. Judicial ... ..	23
V. Slavery ... ..	32
VI. Labour ... ..	47
VII. Arms Traffic ... ..	52
VIII. Alcoholic Liquor and Drugs ... ..	53
IX. Missions and Liberty of Conscience ... ..	56
X. Military, Police and Prisons ... ..	58
XI. Economic Equality ... ..	62
XII. Education ... ..	63
XIII. Public Health ... ..	74
XIV. Land Tenure ... ..	81
XV. Moral, Social and Material Welfare ... ..	82
XVI. Public Finances ... ..	96
XVII. Population Statistics ... ..	102
XVIII. Customs ... ..	105
XIX. Agriculture and Forestry ... ..	108
XX. Public Works ... ..	109
XXI. Marine Department and Shipping ... ..	111
XXII. Frontiers ... ..	113
XXIII. International Conventions ... ..	113

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Appendix I.—Government Revenue and Expenditure ... 114

Appendix II.—Revenue and Expenditure of Native  
Treasuries:

Northern Cameroons... ..	125
Cameroons Province ... ..	127

Map.

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THE YEAR 1925.**

I.—INTRODUCTORY.

1. In commenting on the Report for 1924 the Permanent Mandates Commission asked for "a clear explanation of any definite plan which the Mandatory Power may have for improving native agricultural methods, for guiding the moral and social evolution of native life, and for the suppression of such customs as cannibalism which are repulsive to humanity." The Mandatory Power, while welcoming this opportunity of making a declaration of policy, desires to vary the order in which the subjects requiring elucidation have been set out. It is evident that in the early years of the administration of a large area in Tropical Africa the stages of development must follow a certain sequence in time. It implies no depreciation of the importance of agriculture to say that its scientific development must be preceded by the establishment of orderly government. Before everything else law and order must be upheld, the confidence of the people must be won and the foundations of the administrative machine well and truly laid. In the British Cameroons the establishment of law and order has been so far achieved that it is no longer necessary to maintain a military force in the mandated territory. This does not mean that disturbances may not occur and that in such event resort to coercion will not be required in the future. It does mean, however, that such outbreaks ought rather to be regarded as sporadic episodes in the course of the pacification of primitive peoples and not as involving any permanent set-back to the development of the country.

2. The establishment of an effective administrative machine is a more complicated problem, involving time, patience and exhaustive study of local conditions. And here it should be remembered that the administration of the Cameroons under mandate is less than seven years old. It is evident, too, that the solution of the problem demands great variety of method. Extending as it does from Lake Chad to the Bight of Biafra the British Cameroons exhibits a bewildering diversity of geographical and ethnic conditions. But notwithstanding the variety of method necessitated in widely differing localities the central conception of the problem is everywhere the same. The plan adopted by the Mandatory Power for guiding the moral and social evolution of native life is to educate the natives to manage their own affairs, and to evolve from their own institutions a

mode of government which shall conform to civilised standards. This policy is founded on the belief that every system of government, if it is to be permanent and progressive, must have its roots in the framework of indigenous society. In the 1924 Report the assumptions underlying the policy were stated in the following terms:—

“ If the ultimate object, however remote, of the government of backward races is to raise them to a state of civilisation in which they can stand alone, it is evident that they must be provided with a governmental machine with the control of which they themselves can be associated in an ever increasing degree. If the machine is capable of being manipulated only by foreign hands, the withdrawal of outside assistance will speedily bring it to a standstill.

The evolution of indigenous institutions, in the sense contemplated above, does not mean that those institutions are to be allowed to grow unchecked and uncontrolled. It implies close and continuous direction, supervision and guidance by administrative officers. It implies repression and excision of abuses. European standards and methods must be introduced in the form and measure in which they can profitably be grafted on to the pre-existing stock.”

3. The Mandatory Power welcomes with satisfaction the words in which the Permanent Mandates Commission has expressed the problem concerning which information is desired. It is precisely by “guiding the moral and social evolution of native life” rather than by the hasty introduction of alien institutions that the Government of the Cameroons seeks to discharge its obligations to the people entrusted to its care.

4. The policy thus stated in general terms may now be considered in its particular applications. In the first place the plan of the Mandatory Power is to ascertain the nature of indigenous institutions, and to devise means whereby those institutions can be turned to good account as instruments of civilised government. Simultaneously, it is necessary to find out who are the rightful leaders of the people, and to train them to exercise aright the powers derived from their traditional or hereditary status.

5. In such a relatively highly civilised state as Dikwa the materials for further organisation were readily available from the beginning of the British occupation. A high standard of Arabic scholarship had been attained by not a few of the educated classes. Arabic, too, is in common use as a spoken language not only among the Arab tribesmen, but also among many of their Kanuri and Fulani neighbours. The authority of the Sheikh, a lineal descendant of the founder of the Kanembu dynasty, was undisputed. Taxes were paid, and a reasonable show of order was preserved. Nevertheless, the local government was full of the abuses common to unreformed Oriental societies. Corruption

and oppression were the normal accompaniments of administration. Chiefs who ought to have been supervising their towns and districts preferred to live in idleness in the capital, and to leave the collection of their revenues to rapacious agents.

6. In the short space of seven years the machinery of government in Dikwa has been completely overhauled. A chain of delegated authority extends from the Sheikh through the District Chiefs to every village headman. At Dikwa the Sheikh is assisted by a Council of four Officers of State. The Emirate is divided into carefully organised districts, each in charge of a resident headman. Taxes are assessed and collected on a plan which enables anyone who conceives that he is unjustly taxed to have his case fully investigated. The proceeds of taxation are paid into the Native Treasury and are strictly accounted for. All officials of the Native Administration from the Sheikh downwards are in receipt of fixed salaries paid by the Native Treasury. And here it may be remarked that the payment of fixed salaries is one of the strongest safeguards against oppression and extortion. The finances of the Emirate are controlled by the annual Estimates, which are prepared by the Sheikh in Council in collaboration with the District Officer before being submitted to the Lieutenant-Governor of the Northern Provinces and the Governor of Nigeria for approval.

7. The Native Courts keep careful records of their proceedings, and the work of the District Courts is reviewed monthly by the Chief Kadi in conjunction with the District Officer. The Sheikh's Council and the Chief Kadi's Court possess full powers in civil and criminal cases.

8. A school, largely financed by the Native Administration, has recently been opened at Dikwa. The Sheikh and the members of his Council are associated with the Resident of Bornu Province, the District Officer at Dikwa, and the Superintendent of Education in the School Committee, and take the keenest interest in the progress of the scholars.

9. Dry season roads, i.e., roads open for wheeled traffic roughly from October to May, have been constructed in various parts of the Emirate. The Native Administration and the Sheikh possess their own motor transport, and a miniature Public Works Department has been created with its staff of mechanics, carpenters and other artificers.

10. The Sheikh has shown enlightened energy in suppressing the slave trade and in promoting sanitary and other measures for the welfare of his people. In all these matters the resources of the Native Administration have been freely used to further the policy of the Government.

11. The progress achieved at Dikwa is the most striking concrete example of the definite plan pursued by the Mandatory

Power for guiding the moral and social evolution of the natives. While full use has been made of native institutions, the methods of government have been reformed and rendered efficient in accordance with higher standards. At every point the working of the machine is open to the supervision of the District Officer.

12. The transformation of Dikwa has been rapid, because there the best material was available. In the pagan areas and more particularly in the Cameroons Province the main obstacle to progress has been the lack of cohesion among the people themselves. In these regions there are no great paramount Chiefs ruling great tracts of country and large numbers of people. Moreover the social structure of the pagan tribes is less patent and, because in the years preceding British administration it was ignored and obscured, the task of reviving it is slow. Nevertheless, the ultimate aim of the Administration is the same as in the more developed areas. Here, as elsewhere, no opportunity is lost of associating the Chiefs and Clan Councils with the work of government. The progress already achieved is decidedly encouraging. The fact that direct taxes are paid regularly and easily is in itself an eloquent proof of the efficiency of the system. If the control of the Native Administrations' finances is still largely in the hands of the District Officers, it is nevertheless true that the funds are expended for the benefit of the localities from which they are drawn. The various officials of the Native Administrations from the District and Village Headmen to the Court Messengers are salaried. It is, too, in consequence of the wise administration of the Native Treasuries that so much has been done to promote the advance of education.

13. Although the Native Courts of the Cameroons Province cannot as yet be entrusted with the wide powers conferred upon the principal Courts of the Dikwa Emirate, nevertheless within their limits they fill an important part in the life of the community. Under the close supervision of the Administrative Officers they are rapidly growing in efficiency.

14. It is to the spread of Christian principles and to education, above all other agencies, that the Administration looks for the solution of the multifarious problems of the Cameroons Province. The progress already achieved is recorded at length in the section of this report which deals with education and liberty of conscience.

15. It will now be apparent why at the outset of this Report it was stated that plans for the moral and social evolution of native life must take precedence in order of time over plans for material development. The example mentioned by the Permanent Mandates Commission, namely, the improvement of native agricultural methods, is strictly a case in point. In order to convince the conservative African mind of the benefits of innovations it is first of all necessary to enlist the sympathy of the Chiefs in order that they in turn may persuade and instruct their people. For this purpose

the machinery of the Native Administration with its chain of delegated authority from Chiefs and Councils to the Headmen of the villages is a powerful and ubiquitous instrument. Nevertheless, a Native Administration is powerful only in so far as the Chiefs are recognised by the people as their traditional hereditary rulers. It is for this reason that in the primitive areas the first duty of the Administration has been to investigate the structure of clans and tribes in order to ensure that none but persons rightfully entitled to office shall be appointed as Chiefs. The process has been slow, but it has already resulted in the establishment of confidence between the people and the Government. Without such mutual confidence the prosecution of ambitious schemes for material development would inevitably be hampered, if not doomed to failure. The postponement of such schemes, therefore, implies no failure to appreciate their importance, but rather a desire to create conditions favourable to their introduction. Further, it is important to remember in regard to the more scientific development of agriculture in countries like West Africa that it is a mistake to suppose that customary native methods are invariably wrong and that European experts can effect revolutionary changes with success. The progressive evolution of native agriculture requires as much patient research as the reconstruction of native clan organisation and any hurried attempt to dictate agricultural policy will be doomed to failure.

16. In the opinion of the Mandatory Power the time has now come when increased attention may properly be given to the improvement of agricultural methods. The steps now proposed are discussed in the section of this report devoted to Agriculture and Forestry. Shortly stated, the proposals for 1926 are:—

- (1) To send an officer of the Nigeria Agriculture Department to the Cameroons with a view to making preliminary investigation;
- (2) To establish a "Circle" of the Forestry Department in the Cameroons Province;
- (3) To place the Botanic Gardens at Victoria in charge of a Curator and an Assistant Curator both of whom will be officers of the Forestry Department.

17. The formulation of definite plans must necessarily depend on the reports which the departmental experts mentioned above will render in due course. Meanwhile, in certain directions satisfactory progress has been achieved. The increase in the number of peasant cultivators of cocoa is a notable and encouraging feature of the year's work.

18. The Permanent Mandates Commission has also asked for a clear explanation of any definite plan which the Mandatory Power may have for the suppression of such customs as cannibalism which are repulsive to humanity. This question suggests that certain passages in previous reports have created

an erroneous impression regarding the extent to which cannibalism is practised in certain parts of the Cameroons Province. There is indeed no direct evidence to show that the practice has not entirely ceased. But cautious administrators whose duties bring them in contact with peoples formerly addicted to cannibalism are well aware that in spite of the utmost vigilance isolated and sporadic cases of reversion to the vice may occur. Thus in the 1924 Report, paragraph 62, it was said that cannibalism may be occasionally and surreptitiously practised among the Ngi in the Bamenda Division, and this may have given rise to greater anxiety than is warranted. Up to 1912 cannibalism was rife among the Ngi and it was largely in order to suppress this custom that the Germans made an expedition against them in that year. But, though they took drastic measures then to stamp out cannibalism, administration was not continuous, and during the break occasioned by the war from 1915 to 1921, some of the tribe may have reverted to their old evil habits. In 1922 a Political Officer was sent to pay the Ngi a prolonged visit and to assess them. He spent about three months among this small tribe, investigating their habits, customs and institutions and making a census. He gave it as his opinion that some cannibalism was being secretly practised, but no direct evidence was forthcoming and subsequent investigations have failed to confirm it. The village heads stoutly deny that a custom of which they profess now to be ashamed, and which incidentally is utterly repugnant to their neighbours the Bali, still prevails. After the assessment a Native Court was set up among the Ngi, and although it has not yet been an unqualified success, having had to contend with considerable resistance to its authority, it is hoped that this wild tribe will soon settle down to orderly government. The utmost vigilance is maintained and no opportunity has been lost to impress on the people that any person convicted of cannibalism will suffer the extreme penalty. But the surest road to the elimination of such customs as cannibalism and witchcraft is the dissemination of missionary teaching. Already four villages in the Ngi have their Christian congregations and the movement is spreading. The law may severely punish any outward manifestations of these evil practices, but it takes education and a change of heart wholly to eradicate them. Even the Bakweri in the Victoria Division, who have lived for many years under close administration among European plantations, still retain an unexpectedly strong belief in witchcraft.

## II.—LEGISLATION.

19. All Nigerian Ordinances enacted in 1925, except No. 4 of 1925 (Enemy Debts, Turkey), apply to the British Cameroons. Copies of these Ordinances and of all subsidiary legislation have been forwarded from Nigeria to the Secretariat of the League of Nations.

20. Of the Ordinances enacted during the year the following are exclusively concerned with the Mandated Territory :—

- (i) The British Cameroons Administration Ordinance, 1925 (No. 1 of 1925).
- (ii) The German Missions Ordinance, 1925 (No. 10 of 1925).
- (iii) The British Cameroons Administration (Amendment) Ordinance, 1925 (No. 13 of 1925).

21. The first of the above Ordinances re-enacts in an amended form Ordinance No. 1 of 1924, which applied the bulk of Nigerian law to the Cameroons. The second re-enacts in an amended form Ordinance No. 29 of 1924, which provided for the transfer of German Mission property to Trustees. The third amends the schedule to the first by deleting two Nigerian Ordinances which were found to be inapplicable to the territory under mandate.

22. Twelve copies of each of these three Ordinances are forwarded with this Report.

### III.—ADMINISTRATIVE ORGANISATION AND PROGRESS.

#### (i) GENERAL.

23. No changes in the administrative divisions of the British Cameroons have taken place in 1925.

24. The mandated area falls, as stated in previous reports, into two main divisions :—

- (1) The Cameroons Province, and
- (2) the Northern Cameroons,

administered respectively as though they were parts of the Southern and Northern Provinces of the Protectorate of Nigeria.

25. The Cameroons Province remains, as hitherto, in charge of a Senior Resident whose activities are exclusively confined to the mandated territory. The Resident's headquarters are at Buea and the Province is organised for administrative purposes into the four divisions of Victoria, Kumba, Mamfe and Bamenda.

26. The Northern Cameroons consists of four portions :—

- (i) The Dikwa Emirate, administered by the Resident of the Bornu Province;
- (ii) the Yola, or Adamawa, areas lying north and south of the River Benue, administered as part of the Yola Emirate;
- (iii) the districts of Grumpao and Yebbi, attached to the Numan Division of the Yola Province and, like (ii), administered by the Resident of that Province; and
- (iv) the Gashaka district, administered by the Resident of the Muri Province.

## (ii) DIKWA DIVISION.

27. The Division is administered by the Mandatory Power as part of the Bornu Province of the Northern Provinces of Nigeria. The normal staff is one Political Officer and one clerk. During seven months of the past year there has also been a second Political Officer in the Division.

28. The Political Officer in charge of the Division is under the orders of the Resident of Bornu Province; he has to submit to him all matters that require his sanction, and keep him informed of the more important happenings in the Division. He controls the revenue and expenditure of the Mandatory Power in the Division. He holds judicial powers (as detailed in paragraph 98) as a Commissioner of the Provincial Court of Bornu.

29. The Dikwa Emirate is co-terminous with Dikwa Division. At the head of the Native Administration of the Emirate is the Sheikh of Dikwa (a relative of the Sheikh of Bornu), who is advised in administrative and judicial matters by his Council, which is composed of the Waziri, the Imam, the Chief Kadi, a cousin of the Sheikh and the Sheikh's confidential messenger to the Political Officer.

30. To the Native Administration the Political Officer acts as supervisor and adviser; and it is his duty to see that the wishes of the Mandatory Power are complied with.

31. In addition to the Sheikh and Council there are at Dikwa the following branches of the Central Administration:— the Native Treasury, the Court of the Chief Kadi, Native Prison, and the Public Works Department.

32. The Emirate is divided into thirteen Districts, each under a salaried Headman. These districts vary in size from 150 to 900 square miles, and they are subdivided into village units under salaried Village Headmen. These District and Village Headmen are responsible for the maintenance of law and order in their units and for the collection of taxes.

33. The Political Officer spends the greater part of his time on tour in the districts. He supervises the administrative and judicial work that is going on, and gives advice and instruction wherever it is required. He hears complaints, and sees that they are dealt with by the proper Court. On all such tours the Officer is accompanied by the Sheikh's confidential messenger, so that the Sheikh and Council are kept in touch with his actions and instructions, and on his return to Dikwa the Officer makes to the Sheikh and Council such comments on the administrative and general work in the districts as have occurred to him, and arranges for any necessary changes in conjunction with the Central Administration.

34. The Sheikh and Council also tour extensively, and they are thus enabled to deal with complaints and other matters in the district of origin more satisfactorily than they could do in Dikwa. They maintain their interest in administrative matters, and their keenness for the increase of the prosperity of the Emirate.

35. The method of administration which is described above and in previous Reports aims at making the fullest possible use of the Native Administration organisation which the Mandatory Power found in existence in the Emirate. By the gradual introduction of new methods rather than by brushing aside time-honoured and familiar institutions it is hoped to preserve in the chiefs, and in those of the Central Administration especially, their readiness to take the initiative, and their interest in all matters pertaining to the welfare of the State, and to encourage their habit of discussing frankly with the Political Officer any subject they have in mind.

36. The progress that has been made in establishing the orderliness which now exists in all branches of the Administration can be properly appreciated only when it is remembered that with few exceptions the Chiefs are men who are intimately familiar with the unreformed methods of administration which were in vogue before Dikwa came under the control of a European power, and in many cases men who for many years played prominent parts in the conduct of affairs on those old haphazard lines.

37. It is not often that Dikwa chiefs have opportunities of visiting other Emirates and of seeing for themselves the progress that has been made along the lines on which their own administration is modelled, and it is natural that, situated as far from the railway and main lines of communication as the Emirate is, insularity is a characteristic, though it can by no means be called a fault, of its chiefs. On three occasions during the year they have happily been provided with experiences which will broaden their outlook and in that and other ways be of considerable educational value to them.

38. In February a memorial plaque which had been presented by Le Souvenir Colonial Français to commemorate the French pioneer, Ferdinand de Behagle, who was killed by Rabeh in 1899, and which had been placed in position on the obelisk which stands in Dikwa market-place, was unveiled by His Honour the Lieutenant-Governor of the Northern Provinces of Nigeria. The nature of this ceremony, at which M. le Commandant Ferrand attended as representative of His Excellency the Lieutenant-Governor of the Colonie du Tchad, brought home to the Dikwa chiefs the necessity that is continually kept before them for co-operation in all matters, and especially in the administration of adjacent Mandated Territories.

39. The Sheikh with the members of his Council and five of his District Chiefs visited Kano in April to take part in the Durbar held in honour of the visit of His Royal Highness the Prince of Wales. Among the Dikwa Chiefs, accustomed by age-long tradition to revere hereditary authority, the visible presence of the Heir to the British throne aroused the liveliest feelings of loyalty and enthusiasm. The Sheikh was presented to His Royal Highness and in the splendid pageant of the Durbar he and his followers played a conspicuous part. Nor were the pleasure and profit of their visit confined to purely ceremonial display. At Kano they became acquainted with other great Native Rulers and peoples who to them had hitherto been but names. There, too, they saw the railway and a crowd of novel and bewildering examples of civilisation. They returned from their journey with minds stored with unfading recollections of a great impressive experience.

40. In November the passage over Dikwa of three aeroplanes of the Royal Air Force which accomplished the Cairo-Kano and return flight was a memorable event in the development of communications in Africa. By the Dikwa chiefs and people the appearance of the aeroplanes was regarded as an almost miraculous manifestation of European enterprise. The feelings of awe and the stimulus to the imaginations of the people which the event created will long be remembered. The Sheikh of Dikwa and members of his Council visited Maiduguri, where the aeroplanes landed and spent a night on the return journey, at the invitation of the Sheikh of Bornu.

41. There have been two changes in the composition of the Judicial Council during the year. The Wazir was transferred to succeed his brother as a District Headman in Bornu Emirate, and the Shettima Kanuri, already a member of the Council, was appointed Wazir. The Shettima's place on the Council has been filled by the appointment of a cousin of the Sheikh, who on his father's side is descended from one of the most influential Arab families in Dikwa.

42. The Headship of Bama District, rendered vacant by the death of the holder which was reported last year, was filled by the appointment of the Sheikh's eldest brother. He had been appointed to the Headship of a District in the neighbouring Emirate of Bornu in 1922, and has now returned to Dikwa better equipped for his work in the important Bama District by his three years' experience in the larger Emirate. He has made an auspicious beginning in his work and displays the same keen personal interest in his District as does the Sheikh in the Emirate as a whole.

43. The District Headman of Ashigashiya died during the early part of the year. The post was vacant for some months and has recently been filled by the appointment on probation of the

Sheikh's youngest brother. Being young and energetic, he promises with experience to make a suitable Headman for the District, in which the administrative work presents peculiar problems by reason of the pagan tribes in the hills and the very cosmopolitan character of the population of the towns in the plain. The latter has increased very rapidly during recent years and comprises Arabs, Mandara, Kanuri and Fulani.

44. The Headman of the Gwoza District was appointed to the Headship of Dure, rendered vacant on the election of the Sheikh's cousin as a member of the Council, and a brother of the chief of Madagali in the neighbouring Yola section of the Cameroons succeeded to the Gwoza post.

45. There has been a notable progress in the settlement of the Districts west of the hills during the year. A Political Officer was constantly on tour in this region and on the east side of the hills for the first seven months of the year. The new Headman of Gwoza speaks the pagan language and has had considerable experience in the management of these primitive people. He at once gained the confidence of those in his district, and the number of hillmen who came down into the plain to farm and to reside permanently there continues steadily to increase. In one important respect, namely, by themselves bringing wrongdoers to justice on several occasions in the course of the year, the pagans have shown their confidence in the administration and their progress from their former state of absolute lawlessness.

46. Dure, by reason of its geographical position, which is within easy reach of the boundaries of Bornu Emirate, the Yola section of the Cameroons and French Mandated Territory, combined with the quarrelsome character of its Gamergu inhabitants, has always been recognised as one of the most difficult areas with which the Dikwa Administration has to deal. Covered with thick forest growth and sparsely inhabited, it was a favourite asylum for highway robbers. It is gratifying to record the absence of any outbreaks of thieving in this area during the year. There was no concerted attempt at evasion of taxes as heretofore, and the Gamergus came forward readily to work on the roads.

47. There is but one untoward incident to record in connection with the work amongst the hill people during the year. In July a messenger from the headman of Gwoza, and three companions, who had been sent to summon some recalcitrant members of a community in the most remote part of the hills, were murdered. A Political Officer visited the village immediately after the crime was committed, but found it completely deserted, and it has unfortunately up to the present not been possible to secure the perpetrators of the crime. Although the loss of life is much to be regretted, the real significance of the incident is of a negative character. Only a few years ago the appearance of outsiders in

the hills would at once have provoked vicious resistance. To-day the occurrence of violence has to be recorded as an isolated exception to the prevailing orderliness of the hill people.

48. The friendliness of the majority of the hill dwellers is well exemplified by the act of an old headman who, though two years ago he had never left his settlement in the hills, trekked seventy miles to Maiduguri, the capital of Bornu, with two companions to pay his respects to the Political Officer who had been touring in the hills.

49. For the first time since the administration of Dikwa was taken over under the Mandate the inhabitants of the hills have paid tax. This was fixed at the nominal rate of 2s. per compound, and the work of assessment and collection of the tax was carried out under the close personal supervision of a Political Officer. On the east side of the hills the tax was paid in full and in cash in three days. On the west—the Gwoza side—a large part of it was paid in kind, iron bars and livestock being accepted at market rates. This method of payment necessitated a longer time being taken over the collection than in Ashigashiya; but in a little over two months the tax was paid in full. It was hoped that, if the collection of tax from the hill tribes was deferred until they had been brought under administrative control, they would appreciate that no attempts were being made to coerce them by force: and that those hopes have been realised is evident from the willing and enthusiastic manner in which they came forward to do road work near the end of the year.

50. Nothing has occurred during the year to retard the progress of the settlement of the Arab population in the eastern districts of the Emirate. The improvement in the condition of these districts is one of the most satisfactory features of the Emirate Administration. Collection of taxes, settlement of petty differences and the election of village or clan chiefs can now all be peaceably arranged amongst these intelligent, but quick-tempered people who less than five years ago marked almost every incident of this kind with intertribal feud and bloodshed.

51. In the remaining districts of the plain the steady progress of consolidating the district and village administration needs no better witness than the security of life and property which exists even in the border regions which five years ago were notorious for outbreaks of thieving. Assaults and robberies occur very infrequently, and in nearly every case the criminals are quickly brought to book.

52. The village areas in Ngala District have been revised and slight changes made in some of the boundaries, and the necessary historical, ethnological and topographical information is in course of being collected to enable a thorough re-organisation of the villages in Yabiri District to be carried out. The present arrangement, or rather lack of arrangement, of these village areas is very

complicated indeed : and before he begins to unravel their tangled skein and put them on a territorial basis in conformity with those in other districts in the Emirate, the Political Officer requires the fullest information on all local matters in order that the re-organisation may be carried out with all due regard to the tribal, historical and sentimental associations of the various settlements.

(iii) ADAMAWA DISTRICTS.

53. By the Adamawa districts are denoted those portions of the Cameroons lying north and south of the River Benue which are administered as part of the Emirate Division of Yola Province. The two portions are not continuous, for the reason that on the Benue River and for a short distance to the north and south of it the boundary between the territories under British and French Mandates coincides with the old Anglo-German frontier. The northern area is divided into eleven and the southern into three districts. These districts are all part of the old kingdom of Adamawa and the District Headmen, most of whom are hereditary rulers of their districts, own the Fulani Emir of Yola as their suzerain.

54. In the pagan portions of these areas the administrative policy is as far as possible to uphold and maintain the independence of these pagan groups which have never been subject to Mohammedan chiefs. The main obstacle to the effective execution of this policy is the lack of cohesion among the pagans themselves. For the present they are administered directly by British Administrative Officers.

55. The areas under Mohammedan District Chiefs are administered indirectly through the native rulers. Many of these chiefs are highly intelligent and take a lively interest in learning better methods of administration. They are now beginning to appreciate the practical benefits of delegating authority to the village Headmen and so of establishing an orderly chain of authority.

56. All the mandated areas attached to Yola Province have been peaceful throughout the year. No recourse to force on the part of the Administration has been necessary.

57. In the area north of the Benue a small force (usually from 12 to 15 rank and file) of the Nigerian Government Police is maintained to act as an escort for the Administrative Officer. This escort is required in order to ensure a show of authority when the Officer visits the more remote pagan groups in the hills. The policing of the remaining areas is carried out entirely by the Native Administration Police.

58. One small group of pagan hillmen at Jilvu (East of Mubi) has defied the authority of Government. They will be visited in 1926, and, if necessary, dealt with by force. Their example, if they are not brought to order, will undoubtedly have an unsettling effect on their neighbours.

## (iv) GRUMPAO AND YEBBI.

59. These two small independent pagan districts are attached for administrative purposes to the Numan division of Yola Province. Grumpao has an area of about 100 square miles and a population of 4,395; Yebbi has an area of about 50 square miles and a population of 1,185. The people belong to the Chamba tribe.

60. Each district is under a District Headman who receives a salary of £24 per annum from the Numan Native Treasury. They are also assisted by a salaried scribe.

61. The people are quiet and law abiding. They pay taxes regularly.

## (v) GASHAKA

62. This District, which is administered as part of the Muri Province, was toured by the Political Officer in charge of Muri Division during April and May, and again during October and November of the year under review. Thirty-nine days were spent in the District on the first occasion, and thirty-two days on the second.

63. Sarkin Gashaka, the District Headman, has shown himself energetic and anxious to assist in the sound administration of his District. He is perhaps too inclined to fall back upon the Political Officer instead of asserting his authority on his own account. This failing has been pointed out to him, and he has recently been encouraged to assert himself more decidedly.

64. The District may be said to consist of two areas, the Northern or Gashaka area (of which the village Heads are Fulani and the population is a mixed one of Fulani and pagans); and the Southern or Mambila area which is entirely pagan. Administratively they are not treated as separate areas, except in so far that the rule of the Mambila area is necessarily, owing to the primitive nature of the inhabitants, more direct at present. Sarkin Gashaka, the District Head, administers the Gashaka area through the Headmen of village areas or groups; but in the Mambila area he has at present to deal direct with individual villages.

65. Topographically the two areas are unlike in many respects. The Gashaka area is broken and mountainous and contains but a comparatively small area of tableland suitable for cattle grazing except where it adjoins the Mambila area. The Mambila area on the other hand is one vast tableland of rolling grassy hills at an altitude of from 4,000 to 5,000 feet. It is excellent grazing country. It gradually slopes away to the south and south-west to the Donga Valley.

The climate is cold, and there are few trees beyond the Tukurua palms, which grow well in most of the shallow gullies by which the country is everywhere intersected.

66. The Gashaka area is roughly 3,000 square miles in extent with a population of 5,194; the Mambila area is roughly 2,000 square miles in extent with a population of 4,121.

67. The large area of the District, its scanty population and the consequent isolation of its villages have in the past tended to create a spirit of independence among a few of the Headmen of certain village groups in the Gashaka area. The history of the District, which for some fifty years prior to the date of the commencement of the British Administration was one of continuous intrigue, rebellion and rivalry between members of the ruling house, is no doubt accountable for the characters of some of the older Headmen.

This independent attitude Sarkin Gashaka, with the advice and assistance of the District Officer, has recently dealt with very firmly. One Village Head has been summarily deposed and two others have received a severe warning as to their future behaviour. It is hoped that the lesson has been taken to heart; especially as the matter was dealt with as much from an educational as from a disciplinary point of view.

68. The Mambila area, as has already been pointed out, is entirely pagan. The only Fulani in the area are the cattle herdmen who graze their cattle on the excellent pastures which extend over the Mambila Plateau. They have of course no say in the administration of the area, and the Mambilas are entirely ruled by their own petty Chiefs subordinate to Sarkin Gashaka.

69. The financial year 1924-25 is the first year in which the inhabitants have paid Tribute. The sum collected was £93. Considerable delay was experienced in the collection, but it was paid willingly. Such difficulties as were encountered were due to the lack of any real organised chain of responsibility among these pagans. They are all members of the same tribe and, although they have one form of fetish worship in common, they are divided into numerous small independent groups, each with its own individual fetish, and at present own allegiance to no common tribal or even group head.

70. The object of the Administration is to form these people into four or five village groups, each under a responsible Headman whose duty it will be to see to the carrying out of orders affecting his area, to receive the tax and hand it to the District Head, and generally to supervise and report upon the welfare of the villages over which he has been put in charge. Having once secured this it should not be difficult after a time to induce them to select one man to be the representative Head of the whole tribe who would supervise the administration of the Mambila area under the District Head, Sarkin Gashaka.

71. To secure this cohesion and organisation of the Mambilas is the first aim of the Administration. The lack of responsible

headmen constitutes the chief difficulty in collecting their tax, and Sarkin Gashaka has to collect it at present from a great number of villages and small hamlets one by one. Tax collectors are not employed, this form of collection being entirely discountenanced on account of the abuses to which it necessarily leads.

72. Progress has been made in this direction, and a number of villages have agreed to pay the coming tax to a common representative, who will hand it to the Divisional Officer or, failing him, to Sarkin Gashaka. They refuse, however, point blank to carry it to Gashaka, the headquarters of the District Head; they will pay it to the proper authority, but for the present it is clear that he must come and fetch it.

73. On the whole they have been found quiet and tractable and it may be said that it is only necessary to give a simple order such as for the annual road clearing, cleaning of Rest Houses, etc., for it to be readily carried out. But here again instructions have to be given individually to each village concerned.

74. Haman Joda, the son of a Mambila woman and a Fulani father who (as reported in paragraph 54 of the Report for 1924) was given six months imprisonment by the Native Court last year for disobedience to the District Head, was released in April and allowed to return to his home in the Mambila area. So far from having profited by his experience, he has given further trouble. Having collected around him a number of undesirable followers, he endeavoured to spread disaffection among the Kuma section of the Mambila and to oust the rightful Chief. In October he attempted to assert his independence and to deny the District Head's authority altogether. He was arrested by the Divisional Officer to avoid any conflict between his Fulani followers and those of the District Head such as occurred on his previous arrest. As a result of subsequent investigations, he was charged with enslaving two girls. At the end of the year the case was still *sub judice*.

75. It is worth mentioning perhaps that after Haman Joda's arrest the Kumars referred to above agreed to follow their hereditary Chief; and it is hoped that a complete re-union of the section will be secured.

(vi) CAMEROONS PROVINCE.

76. The authorised European Administrative Staff remains the same (19) as last year, and the average number on duty was 10.63. The amount of touring done by the Administrative Staff was as follows:—

Victoria, an average of 75 days for each Officer.

Kumba, an average of 150 days for each Officer.

Mamfe, an average of 97 days for each Officer.

Bamenda, an average of 226 days for each Officer.

The touring done in the Bamenda Division is exceptional.

77. The staff of Government Officials in the Cameroons Province on 31st December, was :—

## EUROPEANS.

<i>Buea.</i>	<i>Victoria.</i>	<i>Kumba.</i>
Senior Resident	District Officer	District Officer
District Officer	Asst. District Officer	Asst. District Officer
Commissioner of Police	Medical Officer	Medical Officer ( <i>en route</i> ).
Inspector of Schools	Marine Officers (2)	
Senior Telegraph Inspector	Executive Engineer	
	Inspector of Works	
	Collector of Customs	
	Preventive Officer	
<i>Mamfe.</i>	<i>Bamenda.</i>	
District Officer	District Officer	
Assistant District Officer	Assistant District Officers (2)	
Medical Officer	Medical Officer	

## AFRICAN PENSIONABLE STAFF.

<i>Buea.</i>	<i>Victoria.</i>	<i>Kumba.</i>
Clerical ... 13	Clerical ... 26	Clerical ... 3
Non-clerical... 15	Non-clerical... 20	Non-clerical... 4
<i>Mamfe.</i>	<i>Bamenda.</i>	
Clerical ... 3	Clerical ... 4	
Non-clerical... 9	Non-clerical... 4	

78. The Native Administration employs 325 salaried Africans, of whom all but nineteen are natives of the Mandated Territory.

79. The two most important events of the year were the handing-over of the Plantations by the Plantations Management to their German purchasers, who in most cases were the original owners, and the return of the Basel Missionaries. Both these events are dealt with in other sections of this Report.

*Bamenda Division.*

80. The Bamenda Division comprises an area of 8,010 square miles. No addition or loss of territory has been made during the past year, but as the result of further assessment the figures of population have risen to 222,654, and nearly £2,000 more in tax has been collected in 1925 than in 1924.

81. The most important and urgent political work at the moment is the completion of assessment of the various tribal districts, and it is to this work that the energies of the Political Officers have been directed during the year. Considerable progress has been made, and five separate areas, Bali, Bandop, Bikom, Mogamaw and Mogimba have been under assessment. The report on the Bali and Bandop clans has been completed and submitted to Government. The others are in the process of compilation. These original assessments involve considerable research into native customs and institutions, as they must play a very important part in future administration.

82. To cite an example of the beneficial effects of establishing a system of indirect rule based on the ancient clan and family, it may be observed that as a consequence of an "assessment" (on the lines described in paragraph 95 of the 1924 Report) of the Nsungli tribe of twenty-five villages in one of the more backward parts of the Division some 75 miles from headquarters, the three Clan Heads collected without trouble and paid in the whole of the Poll Tax for the year 1925-26 before the end of June. Only those Political Officers who knew this area in the early days of the British Administration can appreciate fully the remarkable improvement in the state of that District. From being a collection of lawless villages, suspicious of every act of the white man, they have settled down to a state of orderly government, which has exceeded the most sanguine hopes. A Native Court has been established whose writ has run with unexpectedly few exceptions throughout the tribe. And the effects of this reforming movement are not confined to the Nsunglis, but have spread to the still more primitive villages further east, resulting in the voluntary application of some of them, who are loosely connected by blood with Nsungli, to be incorporated in the Nsungli Native Administration area and to be allowed to attend the Court and pay their tax through the Nsungli Clan Heads.

83. Native Courts are established in the Bamenda, Bansa, Nsungli, Ngi, Wae and Meta areas and, with the exception of the Ngi Court, have functioned satisfactorily. In the Ngi area some restlessness was shown during the last two months of the year and the Court ceased to operate pending the visit of a Political Officer to investigate. This investigation will take place early in January. The Senior Chief, Tedji of Tukup, has made most praiseworthy efforts to stem the tendency to lawlessness.

84. The past year has been noteworthy for the prompt payment of tax. People of the most distant districts have come to Bamenda to pay without the necessity of having to send and call them. The sole exceptions to this are certain villages of the Ngonu area whose refusal to complete the payment of a very small tax is attributed to the departure of the troops from Bamenda early in the year.

#### *Mamfe Division.*

85. The area of the Mamfe Division—about 6,000 square miles—remains unchanged, but the ascertained population has risen from 62,169 to 62,945. The figure is subject to further correction when assessment shall have ended.

86. The District Officer is assisted in the administration with the advice of the Presidents of the seven Native Courts assembled from time to time in a District meeting, and locally by the seven Native Authorities who are identical with the Native Courts in their executive as apart from their judicial capacity. Below these again are the Clan and Village Councils.

87. Investigation has shown that Clan Councils have played an important part in the ancient institutions of these tribes, and the administration would like to identify them with the new Native Authorities. Time will show whether this is possible, but at present in Mamfe Division the Clans are much broken up and it is the Village Councils working under the Native Courts and Authorities which show most vitality.

88. The assessment of the two areas left over from 1924 has progressed, but the year's main task has been to record the Village Councils in the other five areas so as to ensure that the Native Courts and Native Authorities are properly representative. In every case the members are either Village Heads or the proxies of Village Heads too old or infirm to attend. The number of Native Court presidents and members receiving salaries is thirty-four, and individual changes from last year have raised the number of those appointed in virtue of their rank as Clan or Village Heads to twenty-six.

89. The principal events of the year have been the arrival of two Basel Missionaries who have opened thirteen village schools and re-established the mission in twenty-six villages at the very moment when its extinction was threatened; and the large increase in the produce trade. At Mamfe alone more than fifty tons of kernels have been purchased each month by the agent of the African and Eastern Trade Corporation, and the general level of prosperity, as indicated by the spread of cotton goods and hardware, is steadily rising throughout the division.

90. An Officer of the Geological Survey explored parts of the Mamfe Division during the year, but described the coal at Mamfe as an alluvial deposit probably minute and not worth investigating. He confirmed the experience of previous prospectors that minerals in the lowlands of the Division are not a workable asset.

91. In the Fontem area there has been an outbreak of what the District Officer called "collective hysteria" in the shape of witch finders who claimed to be inspired. The name given to them is Ndem which appears to mean both "god" and "inspired of god." Five of these persons, three men and two women, are reported to have practised witch finding and in the hysterical excitement arising from their denunciations it is not surprising that the community had recourse to its ancient practice of the trial by ordeal. Two men are known to have died from taking esere poison. There is no evidence yet as to who actually instigated the trial by ordeal, but the five Ndem made no secret that it was they who made the accusations of witchcraft and displayed a firm belief during their trial in their divine inspiration. On the charge of accusing of witchcraft they have been sentenced to various terms of imprisonment. One of them on being sentenced exclaimed that witchcraft would now prevail unchecked. Later on, when the excitement has subsided, further inquiries may reveal the persons responsible for the trial by ordeal.

*Kumba Division.*

92. The population is returned as 67,022 in an area of 4,394 square miles, giving a density of 15.25 per square mile. These figures are the same as last year.

The year has been a quiet one and the work of Administrative Officers has been directed almost entirely towards the consolidation of the new organisation of the Division, which was described in the 1924 Report. In some areas the organization and the native authority were already there, and to these it has been necessary to devote little extra attention, but in others the result of some thirty years of more or less direct administration had been the undermining of the old organization and the creation of a number of independent villages and hamlets who were not at first willing to return to their old organization. With the realization that the change, so far from bringing a curtailment of their authority, has given them a larger influence in the affairs of their own people, the recalcitrants are in most cases working for the change which they at first opposed. There are, naturally, a certain number of dissatisfied members of society who having, under the old order, been given powers to which they had no right, are feeling sore at the loss of these powers and are inclined either actively or passively to resist the restoration of the rightful authorities. Even these begin to see that public opinion is against them and that their opposition is of no effect. In some cases the newly-appointed members of the Native Administration lack the personality and the initiative to assert their powers, whilst in others they are only too willing to use their authority for personal ends. But these difficulties are inevitable and are only temporary obstacles in the path to a true and self-reliant Native Administration. Some degree of opposition is probably a better omen of success than sullen submission to, or apathetic contentment with, any form of Government which may be thrust upon the people, and there seems to be every reason for optimism as to the future.

93. In the Ninong area there was a recrudescence of an objectionable juju society known as Muankum early in the year. After some inquiries this society was publicly proclaimed as unlawful and has disappeared. The Divisional Officer points out, however, that the best weapon against such societies is not a legal prohibition, which may often be difficult or impossible to enforce, but the advance of Christianity, which is making great strides in the Division. Christianity not merely condemns like the law but replaces with purer beliefs the power and influence of all the juju societies, harmful and harmless alike, and it is only a matter of time for them to disappear.

*Victoria Division.*

94. The population is now returned as 38,243 in an area of 838 square miles, or 45.63 per square mile. This total includes an estimated figure of 18,682 living on the Plantations. The

census of all villages is now complete. The European population has increased largely owing to the sale of the Plantations, the total being 118 males, nineteen females and five children.

95. The Native Administration of the Bakweri has suffered a considerable loss by the death of the District Chief of Buea, Endely. He has been succeeded by a young Christian member of his family.

96. The sale of the Plantations and their re-equipment by the new owners with machinery and tools has caused a considerable increase in the imports as well as in local trade. It is unlikely that the value of imports will be so high in the immediate future, but an increase in exports may be expected as more Plantation areas are brought into cultivation.

#### IV.—JUDICIAL.

##### (i) BRITISH COURTS.

97. The judicial system follows that of Nigeria except that as yet there is no area to which the Supreme Court Ordinance (Chapter 3 of the Laws of Nigeria) applies. Steps are being taken, however, to gazette Victoria as a Second-Class Township and to proclaim it as a Supreme Court area.

98. The Provincial Courts, which exercise complete jurisdiction over all persons, native and non-native, are presided over by the Residents of the provinces concerned. Each District officer and Assistant District officer is *ex-officio* a Commissioner, and exercises according to his status the jurisdiction laid down by Chapter 4 of the Laws of Nigeria. In all criminal and civil matters the Resident has full powers. A District officer or assistant District officer in charge of a division has jurisdiction in civil matters where the debt, damage or claim does not exceed £50, and in criminal matters can inflict a fine of £50 and/or order imprisonment for two years, and a flogging of twenty-four lashes if the case is one where flogging is allowed under the Criminal Code. Other Commissioners can try civil cases where the sum involved does not exceed £25, and in criminal cases can order a fine of £25 and/or three months' imprisonment. All sentences of imprisonment in excess of six months, sentences of corporal punishment exceeding twelve strokes, and sentences involving a fine exceeding £50 require confirmation, in the case of the Northern Cameroons, by the Lieutenant-Governor of the Northern Provinces and, in the case of the Cameroons Province, by the Chief Justice. The confirming officer is furnished with a full copy of the proceedings together with a report by the officer trying the case. All capital sentences are reviewed by the Chief Justice, and if confirmed by him are considered by the Governor in Executive Council, who decides whether or not the prerogative of mercy shall be exercised. The Criminal Law is the Criminal Code of Nigeria (Chapter 21). The Civil Law, in so far as it is

not contained in local Ordinances, is the English Common Law, and doctrines of equity and statutes of general application which were in force in England in 1900, modified by the proviso that British Courts shall, in civil causes affecting natives, recognise native law and customs when not repugnant to natural justice and humanity, especially in matters relating to marriage, land and inheritance.

99. In addition to trying cases in Court, the Political Officers deal with a large number of petty cases which usually arise in the form of complaints. The majority of these cases are settled by executive action or are sent to the Native Courts for adjudication. The general aim of the administration is to limit the activities of the Provincial Courts to cases which cannot suitably be dealt with by the Native Courts.

100. Generally speaking, it may be said that the activities of the Provincial Courts vary inversely with the efficiency of the Native Courts. Thus in Dikwa no cases at all were heard in the Provincial Courts in 1925.

101. In the Yola area one and in Gashaka district three criminal cases were tried in the Provincial Courts. No civil cases were heard.

102. In the Cameroons Province, where the Native Courts are of a more primitive character than in the North, the judicial work of Administrative Officers is proportionately heavier. In the Provincial Courts 497 criminal and 135 civil cases were tried during the year. The extent and variety of the criminal work may be gathered from the following table of criminal cases tried in the Provincial Courts in 1925:—

CRIMINAL CASES TRIED IN PROVINCIAL COURTS IN 1925.

Offences.	Persons convicted.	Persons acquitted.	Persons imprisoned.	Persons fined.
UNDER THE NIGERIAN CRIMINAL CODE.				
I.— <i>Offences against Public Order.</i>				
Promoting native warfare	5	4	5	—
Riot ... ..	3	3	3	—
Affray ... ..	92	4	11	81
II.— <i>Offences against the Administration of Law and Justice.</i>				
Official corruption... ..	1	—	—	1
Extortion by public officers	—	2	—	—
Personating public officers	2	—	2	—

Offences.	Persons convicted.	Persons acquitted.	Persons imprisoned.	Persons fined.
Unlawfully wearing uniform ... ..	1	—	—	1
Conspiracy ... ..	—	3	—	—
Contempt of Court ...	1	—	—	1
Rescue ... ..	1	—	1	—
Escape ... ..	9	—	8	1
Negligently permitting escape ... ..	1	—	—	1
Obstructing mails... ..	1	1	—	1

III.—*Acts Injurious to the Public in General.*

Unlawful trial by ordeal...	5	6	5	—
Witchcraft ... ..	9	10	8	1
Idle and disorderly persons	15	—	—	15
Rogues and vagabonds ...	2	—	2	—

IV.—*Offences against the Person.*

Manslaughter ... ..	6	3	6	—
Wounding ... ..	7	—	6	1
Assault ... ..	44	28	26	18
do. occasioning harm	12	6	10	2
Rape ... ..	—	3	—	—
Indecent assault ... ..	—	1	—	—
Criminal carnal knowledge	1	—	1	—
Abduction ... ..	2	1	2	—
Slave-dealing ... ..	9	18	8	1
Child-stealing ... ..	6	1	6	—
Deprivation of liberty ...	6	6	4	2

Offences.	Persons convicted.	Persons acquitted.	Persons imprisoned.	Persons fined.
<i>V.—Offences relating to property.</i>				
Stealing ... ..	109	41	95	14
Robbery ... ..	2	11	2	—
Burglary ... ..	11	2	11	—
House and shop breaking	7	—	7	—
False pretences ... ..	3	2	3	—
Cheating ... ..	2	—	2	—
Receiving stolen property	3	2	3	—
False accounting ... ..	2	1	2	—
Damage to property ...	3	—	2	1
Arson ... ..	2	—	1	1
Injuring animals ... ..	9	—	8	1
Forgery ... ..	1	—	1	—
Personation ... ..	3	—	3	—
Corrupt gifts ... ..	3	—	1	2
UNDER NIGERIAN ORDINANCES.				
Arms Ordinance ... ..	2	—	—	2
Customs Ordinance—				
(a) Smuggling ... ..	79	—	1	78
Forestry Ordinance ...	33	7	—	33
Liquor Ordinance—				
(a) Smuggling liquor ...	3	1	—	3
(b) Selling liquor without licence ...	1	—	—	1
Motor Traffic Ordinance...	3	—	—	3
Native Revenue Ordinance	30	8	—	30
Wild Animals Preservation Ordinance ... ..	17	8	—	17
TOTAL ... ..	569	183	256	313

103. With regard to the foregoing statistics it should be noted that a majority of the Provincial Court criminal cases were tried in Victoria, the figures being 251 out of a total of 497. There were no convictions in the Province for murder in 1925 as against eleven at Bamenda and two at Mamfe in the previous year.

Only fourteen of all the persons convicted in all cases were females. The minimum fine in smuggling cases is £5 and in the great majority of the cases the persons convicted went to prison in default. The high percentage of persons convicted in the Victoria Division for offences against property (111 out of a total of 157 for the Province) is due in no small measure to the presence of a large force of wage-labourers, who are notoriously less ready to respect the rights of property when liberated from the restraints of family and village life. Out of the 111 so convicted only twenty-two were natives of the Division.

#### (ii) NATIVE COURTS.

104. The powers and constitution of the Native Courts are regulated and defined by the Native Courts Ordinance (Chapter 5 of the Laws of Nigeria). The Courts are set up by the Residents to meet the needs of the different districts, and are constituted by warrant approved by the Lieutenant-Governor (in the case of Grade "A" Courts by the Governor). The Warrant states the area of the Court's jurisdiction, defines the powers conferred upon it, and names the Chiefs appointed as members. The powers of the Native Courts are as follows:—

*Grade A.*—Full powers in civil and criminal cases, but no sentence of death may be carried out until it has been confirmed by the Governor after consultation with the Executive Council.

*Grade B.*—Civil actions in which the debt, demand or damages do not exceed £50.

Criminal causes which can be adequately punished by two years' imprisonment, twenty-four lashes, or a fine of £50.

*Grade C.*—Civil actions in which the debt, demand or damages do not exceed £20 in the Northern Cameroons, or £10 in the Cameroons Province.

Criminal causes which can be adequately punished by six months' imprisonment, or in the case of theft of farm produce or live stock by twelve months' imprisonment, twenty-four lashes, or a fine of £10.

*Grade D.*—Civil actions in which the debt, demand or damages do not exceed £10 in the Northern Cameroons, or £5 in the Cameroons Province.

Criminal causes which can be adequately punished by three months' imprisonment, twelve lashes, or a fine of £5.

105. The extent of the supervisory powers exercised over the Native Courts by Administrative Officers may be gathered from the following extracts from the Native Courts Ordinance:—

“ Every member of a Provincial Court shall at all times have access to the native tribunals; and on the application of any person concerned or of his own motion may, with the consent of the Resident, or of a District Officer in charge of a division, in respect of any cause or matter arising outside the local limits of the jurisdiction of the Supreme Court

“ (a) suspend, reduce, or otherwise modify any sentence (save and except a sentence of death) or decision of a native tribunal;

“ (b) order a rehearing (save and except on a trial for murder) before any native tribunal having jurisdiction in the cause or matter, or;

“ (c) transfer any cause or matter, either before trial or at any stage of the proceedings, whether before or after sentence passed or judgment given, to the Provincial Court.”

The reservation in the above extract regarding sentences of death and murder trials is that no sentence of death can be confirmed or commuted except by the Governor-in-Council.

106. *Dikwa*.—The Courts of the Sheikh-in-Council and of the Chief Kadi which are situated in *Dikwa* town are of Grade “ A ” with full powers in civil and criminal cases. These are the only Grade “ A ” Courts in the Cameroons. The Chief Kadi’s Court, presided over by the scholarly and revered principal Imam, also acts as a Court of Appeal on decisions given in the District Courts, whose work is supervised by the Chief Kadi in conjunction with the Political Officer.

107. Of the six District Courts, four of them are of Grade “ B ”; and the Court in the pagan district of *Gwoza* which was established mainly with the object of supplying the primitive hill men with the means of settling their frequent quarrels and complicated debt cases, is of Grade “ D ” with powers to determine civil cases in which the amount involved does not exceed £10, and criminal causes which can be adequately punished by three months’ imprisonment, twelve lashes, or a fine of £5.

108. The law administered in the Courts in the hill districts in cases where pagans are concerned follows the pagan native law and custom as far as possible, so long as this is not repugnant to natural justice and humanity. In the other Courts the law in practice is that of the Maliki School of Moslem Law.

109. In practice the District Courts hear only criminal cases of minor importance, and civil cases concerning debt, matrimonial affairs, trespass, etc. The more serious criminal cases are tried

in one or other of the Dikwa Courts; disputes regarding land are heard by the Sheikh-in-Council, and all but small estates are administered by the Chief Kadi. While he is in Dikwa, the Political Officer sees the Chief Kadi and also the Imam of the Sheikh's Council at least once a week and examines with them their Court minute books and investigates any cases which present unusual features; while on tour the officer is kept in close touch with the work in Courts by regular reports and returns from the Kadis.

110. The work of the courts continues to be highly satisfactory. The Kadis are now able to set out the minutes of their cases in an informative and orderly manner. They are instructed to tour regularly the districts under their jurisdiction and to visit the more important towns at frequent intervals in order that complainants who might otherwise not trouble to bring their complaints into court may have opportunities of having their grievances rectified.

111. A total of 1,547 cases were dealt with by the Native Courts in Dikwa division in the course of the year, 194 of them criminal and 1,353 civil.

112. *Adamawa Districts.*—In the northern area there are six and in the southern area two Native (Moslem) Courts each presided over by a Native Judge (Alkali). These deal with both Civil and Criminal Cases. Appeals lie to the head Court at Yola under the Alkali of Yola. Careful Court minute books and records are kept by all Courts and these are checked and inspected by the Political Officer as frequently as possible; usually at least once each month. Pagan Assessors are attached to the Native Courts, wherever there is a pagan community, to advise the the Native Judge upon points of local pagan law and custom, which are administered concurrently with Moslem Law. It is noticeable and satisfactory that the pagans are using these Courts in increasing numbers yearly, a fact which speaks for itself.

113. The number of civil cases tried by these Courts during the year was 951. The number of criminal cases tried by them was 608.

114. *Grumpao and Yebbi.*—There are no Native Courts in these small districts. The people, who are quiet and law abiding, use the Numan Native Court if they wish to do so.

115. *Gashaka.*—There is one Native Court in this district. The number of cases heard in 1925 was 105 civil and 86 criminal.

116. *Cameroons Province.*—No new Native Courts were established in the Cameroons Province during 1925. The volume of work accomplished by the 28 Courts and two sub-Courts is illustrated by the following statistical table:—

CRIMINAL.

PUNISHMENTS.

	Wounding.	Assault	Slander.	Stealing	Abuse of Office	Injury to Property.	Fraud.	Extortion.	Resistance to Authority.	Revenue Offences.	Offences against Native Court Rules.	Other Offences.	Cases Dismissed.	Total Criminal Cases.	Imprisoned.	Fined.	Whipping.	Stocks.
<i>Victoria.</i>																		
2 C Grade	}	81	43	47	-	-	-	-	51	7	-	106	186	521	109	308	9	12
2 D "																		
<i>Kumba.</i>																		
10 D Grade	-	75	80	29	-	9	10	8	189	-	-	201	250	851	68	523	-	1
<i>Bamenda.</i>																		
1 C Grade	}	59	2	60	-	15	-	-	45	15	3	110	115	433	118	148	18	-
5 D "																		
<i>Mamfe.</i>																		
1 B Grade	}	48	15	23	1	5	-	-	45	-	2	81	140	365	94	252	5	21
2 C "																		
7 D "																		
	14	263	140	159	1	29	10	8	330	22	5	498	691	2,170	389	1,231	32	34

CIVIL.

			Adultery.	Matrimonial.	Debts.	Other Contracts.	Trespass.	Land.	Administration of Estates.	Other Cases.	Total Civil Cases.
<i>Victoria.</i>											
2 C Grade	}	... ..	112	386	871	1	—	21	2	14	1,407
2 D "											
<i>Kumba.</i>											
10 D Grade	...	...	4	512	1,590	1	1	6	—	8	2,122
<i>Bamenda.</i>											
1 C Grade	}	... ..	1	894	332	7	—	27	2	374	1,637
5 D "											
<i>Mamfe.</i>											
1 B Grade	}	... ..	22	806	769	9	—	14	29	107	1,756
2 C "											
7 D "											
			139	2,598	3,562	18	1	68	33	503	6,922

There has been a marked decline of 649 cases in the Mamfe Division as the result of the activity of the village councils mentioned in paragraph 87. Of the Courts those at Victoria, Mamfe and Bakossi may be singled out for the soundness of their judgments. All Courts have been singularly free from accusations of venality.

## V.—SLAVERY.

### (i) GENERAL.

117. The main problems in connection with the suppression of slavery are threefold: first, the prevention of the kidnapping, enslavement and selling of persons previously free; secondly, the prevention of irregular dealings with so called "domestic" slaves; thirdly, the promotion of the emancipation of "domestic" slaves.

118. By the Slavery Abolition Ordinance (Chapter 83 of the Laws of Nigeria) which was applied to the Cameroons by Ordinances No. 1 of 1924 and No. 1 of 1925, the legal status of slavery is abolished. This means that no British Officer or Court can deal with any person as other than free. It means, further, that any person previously of servile status has only to assert his or her freedom in order to obtain it. Such assertion can be made effective without the intervention of any Court, British or Native. It has, however, been explained in previous reports that the bare assertion of freedom is not always sufficient to satisfy native public opinion. It frequently happens that a "slave" himself does not consider himself to be free unless he has discharged what he regards as his just obligations to his "master." Those obligations having been discharged, he then applies for a "Certificate of Freedom." In the Northern Cameroons these Certificates which are greatly prized as the "hall-mark" of freedom are issued by the Native (Moslem) Courts. In the Cameroons Province they are granted on application either to an Administrative Officer or to a Native Court. The issue of a Certificate by a District Officer is in a sense an act of supererogation. It implies no change in the relations between the officer himself and the person declared to be free. It is performed merely in order to satisfy the latter's demand for an outward and visible sign of freedom.

119. The punishment of slave dealing and kindred offences is provided by Chapter XXXI of the Criminal Code and more particularly by section 369.

120. In order to explain the steps taken to deal with the problems presented by slavery it may be convenient to review the position in the various areas of the Mandated Territory.

*(a) Dikwa.*

121. The abolition of the slave trade from the Dikwa Division resolved itself from the first into the solution of three distinct problems. It was necessary to take steps, first to prevent the seizure or purchase of slaves, chiefly children, in the hill districts which lie on the border of the Division with the French sphere, and in which exists the only source of supply of new slaves; secondly, to prevent the passage through the Division of traders with slaves acquired outside the Division; and thirdly, to prevent the sale of slaves within the Division.

122. The administration at once devoted its attention to the means of solving these three problems and bringing about the complete suppression of slave trading, and the means adopted on the formation of the Division under the Mandate have been pursued with increasing success each year.

123. To achieve the object of the first aim the hill region was divided into two districts whose headmen have their headquarters on the plain, but close to the hills in central positions on the roads leading into this region. Seven police posts, each consisting of from four to ten men, were established on all the principal roads near the hills. The police are under the instructions of the District Headmen to patrol and police the plain and foot-hills. A Political Officer spends a large part of the year touring in the hills to give special attention to the question of slavery, and in particular to impress on the primitive hill people its significance and the necessity for their assistance in the measures which the administration has undertaken to suppress it. The region near the hills was closed to all strangers except genuine travellers or traders who could establish to the headmen that their presence there was on legitimate business. By these means the evil was attacked at its root.

124. In order to prevent the passage of slave dealers through the Division orders were given to District and Village Headmen to maintain a close watch on those routes which were known to have been used for the purpose of the slave traffic. There are two routes in the Emirate to which the traffic formerly was largely confined: one northwards to Lake Chad, the other eastwards to cross the River Shari. This latter route ran mainly through sparsely inhabited country and on it the headquarters of two District Headmen were established at the opening of the Division.

125. Open buying and selling of slaves in Dikwa Division is now out of the question. To show how recently this was not so we have only to take the case of *Wulgo*, a town on the banks of the *El Ebeit* river about two miles from Lake Chad, where twelve or thirteen years ago the waterways leading from the east and west shores of Chad were used chiefly for bringing customers to the large slave market in the town. These waterways are to-day overgrown with weeds and there is no sign at all left of the

one-time slave market. At the inauguration of Dikwa Division instructions were issued to District and Village Headmen, who were all assembled in Dikwa town, to report every case of known or suspected slave-dealing. These stringent orders are repeated to them thrice a year on the three occasions when they are summoned *en masse* to the headquarters of the Division, and the Sheikh has bound them over on oath to exercise the fullest vigilance. The headmen have orders to arrest and to send to Dikwa for enquiries to be made regarding them any strangers who are seen passing along the old slave-trade routes or any visitors to towns on these routes who cannot give a satisfactory account of themselves and establish the *bona fides* of their business.

126. That these measures have been attended by considerable success is apparent from the decrease in the number of criminal prosecutions for slave-dealing. In the first year of the Administration there were twenty-five of these cases, and only four during the year under review. The Chiefs in the Emirate, the Sheikh, Councillors and District and Village Headmen, have pursued with such keenness the means adopted to bring to justice offenders against the law that they leave no room for doubt about the sincerity of their wish to see the complete suppression of the slave-trade. The risk of exposure attending the traffic is now so great that there are few traders who have the courage to engage in it. Some who have attempted to make their way through the Emirate with slaves have abandoned them and taken to flight as soon as they realised that they had excited suspicion.

127. The four cases heard during the year involved seven men, four of whom were arrested by the inhabitants of villages near which they were passing with their captures. In two other cases attempts were made by local villagers to arrest horsemen seen to be in possession of pagan children; but on both occasions the horsemen put up a resistance and made good their escape. They were compelled, however, to leave the children behind.

128. These children were repatriated to French Territory, whence they had been obtained and where inquiries could be prosecuted regarding their sale to the traders. In this way, and in the exchange of information about slave dealers who pass from one side of the frontier to the other to escape detection, close co-operation is maintained with the French Authorities.

129. "Domestic slavery" is of course an entirely different matter from enslavement and the slave trade with which the foregoing paragraphs deal. Its roots are deep-set in generations of practice, and it has formed the basis of the entire social system. The legal status of slavery has been abolished and all persons in the British Cameroons have been declared by Ordinance to be free. No interference, however, is made with the relations

between a master and his "slave" servant which originated before the introduction of European administration into the region, so long as the "slave" is well treated and does not claim emancipation before a Court of Law.

130. From figures collected in the first months of the establishment of the administration under the Mandate, it was found that 5 per cent. of the adult population in the districts in the plain were considered in local opinion to be domestic slaves or servants. The proportion was higher in the eastern and south-eastern districts than in those bordering on Nigeria. In the hills the condition does not exist in the proper sense, persons seized in inter-village raids being held rather as captives in war for ransom than as slaves.

131. It may be said that there are now some 4,500 persons in the Division who would in local native opinion be considered of servile status. All such slaves have the right at any time to affirm their freedom, and the absolute right of a slave to redeem himself by a small payment of money is fully recognised by the local Moslem Courts. In deference to the custom of the country by far the greater number of these "domestic slaves" prefer to confirm their manumission through the agency of the Moslem Courts, as it enables them to have their change of status recorded in the Roll of Freed Slaves and in a Certificate of Freedom which the Court makes out for them, and it ensures, too, that they will be provided with homes with their ex-masters until such time as they are able to provide and maintain their own.

132. Every facility is given to help a slave to obtain the money for his redemption before the Court, and it speaks well for the friendly relations which exist as a rule between master and slave that, when the Court so orders, the master will feed and keep the slave and give him the opportunity of finding outside work so that the redemption money may be paid within a time specified by order of the Court.

133. An alternative method of effecting the redemption is for the Court to arrange for the payment by the ex-slave to his late master of a small sum of money or a small quantity of corn annually for a short and specified number of years. This is the method usually adopted in the case of women who come before the Courts to confirm their redemption.

134. Should a master refuse unreasonably to agree to the terms which the "slave" is able to arrange, the Court may and does grant the slave his Certificate of Freedom without payment, and similarly if the master is found to have ill-treated a domestic slave. These cases, together with those which concern persons who have been illegally enslaved, are those referred to as "Emancipation by Order of the Native Court."

135. It occasionally occurs that the payment to an ex-master by his ex-slave is undertaken by a third party; in the case of women generally by their intending husbands, and sometimes for men by their relations. These are cases of "Emancipation by a Third Party."

136. Ex-domestic slaves who claim their freedom in any of the ways described above must of necessity be over the age of 24, and old enough therefore to be allowed to follow their own inclinations—the men to farm or to trade, the women to marry. Only rarely is it necessary to appoint a guardian for an ex-slave who has been emancipated "By Order of the Court" and who is destitute or too old to earn his own livelihood. The majority of persons to whom Certificates of Freedom are granted are children liberated from slave dealers, and they are disposed of by repatriation whenever possible. Should it be impossible to repatriate them either because they can give no account of their homes or for any other cause, some trustworthy native is appointed as a guardian, and an entry to that effect is made in the Provincial Register of Freed Slaves. Every guardian is called upon periodically to give an account of his wards.

137. Applications for Certificates of Freedom by "domestic slaves" (i.e., persons who in native estimation are of servile status) are dealt with only by the Sheikh's Judicial Council and the Chief Kadi's Court. These two Courts are situated in Dikwa town and are thus under the closest supervision by the Divisional Officer.

138. It is regretted that, when the question of slavery in the Cameroons was under discussion at the Seventh Session of the Permanent Mandates Commission, a misunderstanding arose as to the manner in which slave dealing cases had been dealt with at Dikwa. The usual practice in the Northern Provinces of Nigeria is that criminal cases connected with slave dealing are tried in the Provincial Courts, while redemption and manumission are dealt with by the Native Courts. The reason for this discrimination is that the rare offences against the Slavery Laws in the more settled districts of Nigeria generally take the form of irregular dealings with "domestic slaves." Owing to the circumstances attending the inauguration of British administration in Northern Nigeria it was found to be more convenient to try such offences in the Provincial Courts, and in most places the practice has continued unchanged. The position, however, is quite different in Bornu and Dikwa, where the buying and selling of "domestic slaves" are almost unknown. In those Emirates, and especially in Dikwa, the main problem of the Administration, as already stated, is the suppression of the slave trade proper, i.e., the kidnapping, enslavement and sale of persons previously free. The success with which this object has been pursued is due in no small measure to the energy with which the

Sheikh has employed the resources of the Native Administration in order to support the policy of the Government. The manner in which he has enlisted the co-operation of his subordinate Chiefs and Headmen has already been described in the preceding paragraphs. It follows, therefore, that the crime of enslavement is quite as much an offence against the stringent orders of the Sheikh and the Native Administration as against British Law. For this reason it has been deemed desirable that, in order to identify the Native Administration as closely as possible with the anti-slavery policy of the Government, slave dealing cases should be tried by the Sheikh's Judicial Council. This Court, like other Native Courts, forms an integral part of the judicial system of the territory and, as stated in the preceding paragraphs, is closely supervised by the District Officer. It will be seen, too, from the tables given below, that the sentences imposed do not err on the side of leniency.

139. It is unfortunate that it was not made clear in the previous reports that exceptional circumstances had necessitated a divergence between the practice in Nigeria proper and in Dikwa. That divergence, which had been regarded as a matter of purely local administrative concern, had not been brought to the knowledge of the Accredited British Representative when the Report for 1924 was under discussion at Geneva, with the result that his reply to a question on this point was naturally based on normal Nigerian procedure and thus incorrectly described the exceptional position in Dikwa.

140. In the Yola areas criminal cases concerning slavery are tried in the Provincial Court. Two exceptions to this rule have occurred in the last five years. The special circumstances relating to these exceptions are explained in paragraphs 148 and 149 below.

(b) *Adamawa Districts.*

141. Steady progress has been made in these districts towards the stamping out of the slave trade. Success has been mainly due to the unceasing vigilance of the Political Officers in charge of these territories, to the increasing aid afforded these officers by the Native Administration, and finally to the close and constant co-operation between the British and French authorities on each side of the International Frontier.

142. During the year 1925, eight cases of slave dealing were investigated. In each case the victim had disappeared and was seen or heard of in French Territory. Six of these cases were concerned with the abduction of people to French Territory (four women, one man, and one boy). One was a case of a boy disappearing whilst tending cattle over the French Border, and one was that of a woman, who later escaped whilst her captor was up a tree looking out for possible trackers.

143. The French Authorities are making efforts to assist in apprehending the persons concerned in these cases. It is a long task to trace and arrest such people, owing to the nature of the country. In the wet season it is impossible to pay a surprise visit to a village; roads (so-called) are all swampy; night marching is out of the question, and high grass and bush afford impenetrable cover for any fugitive. Thus it is in the short dry season that the authorities have the best chance of successfully arresting wanted slave dealers and of recovering any victims of their trade.

144. "Domestic slaves" still appear from time to time in the various Native Courts, demanding to be allowed to redeem themselves. By doing this they regularise their position in native eyes, in accordance with local Moslem law and custom, even though they are quite cognisant of the fact that there is no compulsion for them to do this. They usually offer a small sum for their redemption in this way, the amount paid will vary from a few shillings to, may be, £1 or 30s. The certificate of freedom then given them by the Court is greatly treasured by them. Thirteen such certificates were issued by the Native Courts in 1925 to persons who had thus redeemed themselves.

145. In numerous instances "domestic slaves" prefer to remain with their masters without formally claiming freedom. They are to all intents and purposes quite free, and by maintaining their former relations with their "masters" they enjoy the advantages of being under the protection of the latter and of being provided for should they fall ill or should there be a food shortage at any time.

146. Sometimes women apply to the Political Officer to be freed, and when it has been explained to them that they are in fact already free, they have this explained to their "master" and then elect to remain with him as before, only as *recognised* "free persons."

147. The Moslem Courts cannot assist in the detention of a slave against his will, nor can such Courts refuse to take cognisance of complaints by a slave of assault or ill treatment, nor can they inflict any penalty upon a slave which would be inapplicable to a freeman under similar circumstances.

148. Although no persons were brought to trial in 1925, the rule in these districts is that all criminal cases connected with slavery should be dealt with by the Provincial Court. The only exception to this rule occurred in 1924 when a case came to light in which the offence was alleged to have been committed twenty years previously. It was found more convenient to remit the trial to the Native Court. The upshot was that the accused was acquitted and the "slave" was liberated.

*(c) Grumpao and Yebbi.*

149. Only one "slavery" case occurred during the year, involving a charge of kidnapping against three men. A boy was seized from the Village Head's compound owing to a quarrel between the accused and the Village Head. A preliminary enquiry by an Administrative Officer showed that the offence, although serious, was not one which could be regarded as amounting to "enslavement" in the ordinary sense of the term. The case was, therefore, remitted to the Native Court for trial. The accused were found guilty and sentenced to eighteen months' imprisonment.

150. Cases of slave dealing proper, when they occur, are tried in the Provincial Court.

*(d) Gashaka.*

151. The chief sufferers from the effort to suppress slave dealing are the cattle Fulani who complain that they have no hold over their existing slaves and have no means of replacing them if they run away. It cannot be denied that, as things stand to-day, it is mainly fear of the consequences that deters the Fulani from kidnapping and bringing fresh slaves. It is, too, satisfactory to record that the deterrent has been so far effective that enslaving and slave dealing may be said to be almost non-existent.

152. Criminal cases connected with slavery are tried in the Provincial Court. Three such cases were tried in 1925, resulting in two convictions and one acquittal.

153. "Domestic slavery" exists, but it involves little or no hardship. These persons who are still in the "servile" state seldom attempt to change their lot. Applications to the Native Courts for Certificates of Freedom are rare.

*(e) Cameroons Province.*

154. In 1925 no cases of slave-dealing were heard in the Courts in which natives from the French sphere were concerned nor has there been any evidence to indicate that traffic in slaves between the two spheres is being carried on.

155. In the Victoria and Kumba Divisions there were no cases of slave-dealing. In the Bamenda Division five cases of slave-dealing came before the Courts of which one was serious. This was the result of a fight between two villages which resulted in the death of three men of one village and, by way of retaliation, in the selling of two women captured by the other village. The women were speedily released. There was a grave case of child stealing by a Fulani who received two years' imprisonment, and one of deprivation of liberty following on a robbery.

156. In the Mamfe Division unfortunately there has been an attempt to revive the old traffic in children which was thought to be suppressed. Two children were traced from the Bamenda-Mamfe boundary to the Nigerian border and there lost. Severe sentences were imposed on two middlemen involved. An investigation extending over three months pointed to the village of Ogum (Nigeria) on the Cross River as the place whence the demand came, and at the end of the year further inquiries were being conducted with the help of the Nigerian authorities. The other serious case was about two years old, a man passing through several hands from Amassi to Obonye.

157. The case of child stealing was the seizure of a child by a man because the dowry paid by him on a woman had not been refunded. All these cases occurred in the north-west of the Bamenda Division and the north of the Mamfe Division, areas inhabited by poor and primitive people and not easily accessible. A strong Police escort is visiting the latter area at the time of writing, and it is hoped that as the result of their visit and the exceptional activities of the Political Officers on the Mamfe side the last vestiges of slave-dealing may be stamped out. At the same time it should be remembered that the custom is deep-rooted and age-long and it is less easy to convince the African of its inhumanity than it was to convert the European a century ago. Every now and then a hillman will get financially embarrassed and be prepared to sell wife or child, and for some time to come there are likely to be potential buyers of human beings ready to run the risks. When it is disclosed that a trader, a Native Court Messenger, an ex-policeman, and the wife of a Native Treasury clerk were directly implicated in these cases, it will be seen that in spite of the utmost vigilance sporadic cases may be expected for a few years to come. One redeeming feature in these transactions is worth noting, namely, that the persons bought are girls or women required for the generating of children and for farm work, not for prostitution.

158. Persons of old servile status who desire to obtain certificates of freedom can do so by application to the District Officer or Native Court. In either case the District Officer signs the freedom certificate. The procedure is that the legal free status of the applicant is emphasised and it is expressly declared that in law the applicant is under no obligation of servitude to his so-called master. At the same time, if the applicant so wishes, terms of reparation are discussed and agreed upon so as to remove all social stigma from the applicant. The terms are not entered on the certificate which expresses solely the legal free status of the applicant.

159. In 1925 no redemption money was paid by any of the persons receiving certificates of freedom.

160. The total number of persons individually declared free since the inauguration of the Province is 331.

## (ii) STATISTICS OF CRIMINAL TRIALS.

161. The following tables give particulars of slavery cases tried in the last five years.

*Northern Cameroons.*

## (a) Dikwa.

	1921	1922	1923	1924	1925	Total
No. of cases ... ..	25	6	4	4	4	43
Persons charged ... ..	29	9	9	8	7	62
Convictions ... ..	16	9	6	6	7	44
Discharged (no evidence) ...	6	—	—	—	—	6
Acquittals ... ..	7	—	3	2	—	12
Sentences :—						
Imprisonment :						
Seven Years ... ..	6	7	4	4	7	28
Five Years ... ..	2	—	—	—	—	2
Four Years ... ..	—	—	2	1	—	3
Between 1 and 3 years... ..	4	—	—	—	—	4
Between 6 and 12 months	—	—	—	—	—	—
Under 6 months... ..	—	—	—	—	—	—
Fines :						
£20 ... ..	2	—	—	—	—	2
£15 ... ..	—	1	—	—	—	1
£7 ... ..	1	—	—	—	—	1
£5 ... ..	—	1	—	—	—	1
£3 ... ..	—	—	—	1	—	1

*Note.*—All the above cases were tried in Native Courts (see paragraph 138).

## (b) Yola areas (including Gashaka up to May 1924).

	1921	1922	1923	1924	1925	TOTAL
No. of cases ... ..	—	7	6	1	1	15
Persons charged ... ..	—	7	9	3	1	20
Convictions ... ..	—	7	8	3	—	18
Discharged (no evidence) ...	—	—	—	—	—	—
Acquittals ... ..	—	—	1	—	1	2

	1921	1922	1923	1924	1925	TOTAL
Sentences—Imprisonment :—						
Seven years ... ..	—	—	—	—	—	—
Five years ... ..	—	—	—	—	—	—
Four years ... ..	—	—	—	—	—	—
Between 1 and 3 years ...	—	7	8	—	—	15
Between 6 and 12 months	—	—	—	3	—	3
Under 6 months ... ..	—	—	—	—	—	—

*Note.*—All the above, with the exception of two cases, were tried in the Provincial Court (See paras. 148 and 149.)

(c) Gashaka (since May 1924).

	1921	1922	1923	1924	1925	TOTAL
No. of cases ... ..	—	—	—	—	3	3
Persons charged ... ..	—	—	—	—	3	3
Convictions ... ..	—	—	—	—	2	2
Discharged (no evidence) ...	—	—	—	—	—	—
Acquittals ... ..	—	—	—	—	1	1

Sentences—Imprisonment :—						
Seven years ... ..	—	—	—	—	—	—
Five years ... ..	—	—	—	—	—	—
Four years ... ..	—	—	—	—	—	—
Between 1 and 3 years ...	—	—	—	—	2	2
Between 6 and 12 months	—	—	—	—	—	—
Under 6 months ... ..	—	—	—	—	—	—

*Note.*—All of the above cases were tried in the Provincial Court.

(d) Cameroons Province.

In the following detailed tables of cases tried it will be observed that there are slight discrepancies between the figures now given and those contained in the summaries of slave dealing cases in the previous reports. These discrepancies are explained by the fact that District Officers formally included in their returns only those cases in which the charges were slave dealing, and omitted those which amounted to pawning only, though strictly speaking the latter also fall within the slave dealing section of the Criminal Code. Returns of cases of kidnapping, child stealing and deprivation of liberty are now included, but seldom do the last come within the category of slave dealing, being usually more in the nature of false imprisonment.

1921.

Division.	Offence.	Section of Code.	No. of persons convicted.	No. of persons acquitted.	Term of Imprisonment.	Remarks.
Bamenda	Slave-dealing	369 (2)	1	—	6 months	Selling a boy. do.
	do.	369 (2)	2	—	(1) 6 months (2) 3 months	
Mamfe ...	Slavery ...	369 (3)	2	—	£5 or one month each	Pawning a boy for debt. Dealing with a woman as a slave.
	Slave-dealing	369 (2)	3	—	18 months each.	
	do.	369 (2)	—	1	—	
	do.	369 (2)	—	1	—	
	do.	369 (2)	—	4	—	
Bamenda	Deprivation of Liberty	365	1	—	3 months	Keeping two men and a woman in his house for two weeks. Seizing a man for debt. Detaining some women for debt. Detaining a man for three months.
	do.	365	1	—	3 months	
	do.	365	1	—	£5 or 1 month	
	do.	365	1	—	6 weeks ...	
Mamfe ...	do.	365	—	1	—	Keeping a man sentenced to fine or imprisonment in default for two months before committing him to proper prison.
Victoria...	do.	365	—	1	—	
Victoria...	do.	365	1	—	£50 fine or 6 months	

1922.

Division.	Offence.	Section of Code.	No. of persons convicted.	No. of persons acquitted.	Term of Imprisonment.	Remarks.
Mamfe ...	Slave-dealing	369 (3)	—	2	—	Mother and child were kidnapped.
	do.	369 (2)	—	1	—	
Victoria...	do.	369 (2)	—	2	—	
Bamenda	Kidnapping	364	1	—	3 months	
Mamfe ...	do.	364	—	1	—	Depriving his wife of her liberty. do.
Bamenda	Deprivation of Liberty	365	1	—	10s. fine or 1 week	
Kumba ...	do.	365	1	—	do.	
	do.	365	—	1	—	

1923.

Division.	Offence.	Section of Code.	No. of persons convicted.	No. of persons acquitted.	Term of Imprisonment.	Remarks.
Bamenda	Pawning ...	369 (3)	2	—	(1) Bound over (2) Fined £35	A young girl was given as security for debt.
	Slave-dealing do.	369 (2) 369 (3)	— 3	3 —	— 1 year each	Pawning a man for debt.
	do.	369 (3)	2	—	6 months each	Giving two women as security for debt.
	do.	369 (2)	—	1	—	
	do.	369 (2)	—	1	—	
	do.	369 (2)	—	2	—	
	do.	369 (2)	2	—	1 year each	Dealing with a boy as slave.
	do.	369 (2)	—	1	—	
	do.	369 (2)	—	1	—	
Victoria... Mamfe ...	Kidnapping	364	1	—	£15 and 2s. costs or 3 months	A woman was kidnapped..
	do.	364	—	1	—	
Bamenda	Deprivation of Liberty	365	1	—	Fined £1 10s.	A man was detained for two months.
Mamfe ...	do.	365	1	—	Bound over	Seizing 18 women who were in dispute..
	do.	365	—	1	—	
	do.	365	1	1	3 months	Detained a man to enforce payment of a debt.

1924.

Division.	Offence.	Section of Code.	No. of persons convicted.	No. of persons acquitted.	Term of Imprisonment	Remarks.
Bamenda	Slave dealing	369 (3)	5	—	2 months each	Pawning a boy of 10 years.
	do.	369 (1) & (2)	4	—	6 months each	Selling a girl.
	do.	369 (2)	1	1	18 months	Dealing with a boy as slave.
Mamfe ...	do.	369 (2)	1	—	12 months	Dealing with a girl as slave.
	do.	369 (2)	2	—	6 months and 12 strokes each	Accused (1) placed a boy in temporary servitude with accused (2) to secure payment of a debt.
	do.	369 (3)	2	—	(1) 6 months (2) 3 months	Giving a woman as security for debt.
	do.	369 (2)	—	1	—	
	(1) Kidnapping	364	—	2	—	
	(2) Pawning	369 (3)	—	3	—	
	(1) Kidnapping	364	—	—	—	
	(2) Slave-dealing	369 (2)	—	—	—	
Bamenda	Deprivation of Liberty	365	1	—	1 month and stocks	Confined a woman in his house.
	do.	365	1	—	1 month and stocks	A boy was detained two nights for debt.
Victoria	do.	365	—	8	—	
Bamenda	Child-stealing	371 (1)	1	—	6 months	Stealing a small girl.
	do.	371 (1)	—	1	—	

1925.

Division	Offence	Section of Code.	No. of persons convicted.	No. of persons acquitted.	Term of Imprisonment.	Remarks.
Bamenda	Slave-dealing	369 (3)	1	—	2 months.	A mild case of pawning.
	do.	369 (2)	1	—	2 months	Dealing with a woman as a slave in a remote part of Bamenda.
	do.	369 (2)	2	—	(1) 2 years (2) 18 months	A technical offence. Dealt with a woman as a slave.
	do.	369 (2)	—	3	—	
Mamfe ...	do.	369 (2)	—	1	—	
	do.	369 (2)	—	2	—	
	do.	369 (2)	—	3	—	
	do.	369 (2)	—	1	—	
	do.	369 (2)	2	—	2 years each	Dealing with a woman and her little son as slaves.
	do.	369 (2)	—	1	—	
	do.	369 (2)	1	1	Bound over	A girl was exchanged for a male slave some years ago.
	do.	369 (2)	—	1	—	
	(1) Kidnapping	364 (2)	—	1	—	
	(2) Slave-dealing	269 (2)	—	1	—	
	Deprivation of Liberty	365	1	—	6 months	Accused seized against a debt the wife of complainant and exchanged her for a gun.
Bamenda	(1) Robbery	402	1	—	18 months	Depriving a boy of his liberty.
	(2) Deprivation of liberty	365	1	—	1 month	Depriving a man of his liberty.
Mamfe ...	do.	365	1	—	1 month	Depriving a man of his liberty.
	(1) Robbery	402	1	—	Fined £11 & 8s. costs or 2 months	Accused took a woman against her will without a customary marriage.
	(2) Deprivation of liberty	365	1	—	do.	do.
	do.	365	1	—	do.	
	Deprivation of Liberty	365	—	3	—	
	do.	365	—	1	—	
Victoria...	do.	365	—	1	—	
	do.	365	1	—	3 months	Taking a young girl away by force
	do.	365	—	1	—	
Bamenda	Child stealing	371 (1) & (2)	2	1	(1) 2 years (2) discharged (3) 6 months	Stealing two female children.
Mamfe ...	do.	371	2	—	(1) 2 months (2) 6 months	Seized a boy of four because he stole dried meat and gave to another person for dowry.
	do.	371	1	—	6 months	Held a child as hostage for the return of a brother seized by another person.
	Slave-dealing	369 (2)	—	2	—	
	do.	369 (2)	—	1	—	
	do.	369 (2)	2	—	(1) Bound over (2) 2 years	Dealing with a man as slave.
	do.	369 (2)	—	1	—	
	Child stealing	371 (1)	1	—	1 year	Stealing a little girl.

## (iii) EMANCIPATION STATISTICS.

162. The following tables give particulars of persons manumitted and liberated in the last five years.

(a) *Dikwa.*

	1921.	1922.	1923.	1924.	1925.	TOTAL.
(1) Domestic Slaves manumitted...	3	10	4	5	7	29
(2) Persons kidnapped or illegally enslaved and subsequently liberated ... ..	26	32	28	24	15	125
(3) Liberated following prosecutions (included in 2) ... ..	26	13	13	12	5	69

(b) *Yola areas (including Gashaka to May, 1924).*

	1921.	1922.	1923.	1924.	1925.	TOTAL.
(1) Domestic slaves manumitted (self-redemption) ... ..	1	7	16	16	13	53
(2) Persons kidnapped or illegally enslaved and subsequently liberated ... ..	—	17	14	4	1	36
(3) Liberated as the result of prosecutions (included in (2)) ... ..	—	17	14	4	1	36

(c) *Gashaka (since May, 1924).*

	1921.	1922.	1923.	1924.	1925.	TOTAL.
(1) Domestic slaves manumitted...	—	—	—	—	—	—
(2) Persons kidnapped or illegally enslaved and subsequently liberated ... ..	—	—	—	—	4	4
(3) Liberated as the result of prosecutions (included in (2)) ... ..	—	—	—	—	3	3

(No cases in 1924.)

(d) *Cameroons Province.*

## Manumitted by order of the Provincial Court.

	1921.	1922.	1923.	1924.	1925.	TOTAL.
Victoria ... ..	—	—	—	—	—	—
Kumba ... ..	—	—	—	—	—	—
Mamfe ... ..	5	1	—	3	1	10
Bamenda ... ..	—	—	2	1	1	4

These concern persons recently enslaved.

## Manumitted by owner by order of District Officer or Native Court.

	1921.	1922.	1923.	1924.	1925.	TOTAL.
Victoria ... ..	—	—	—	—	—	—
Kumba ... ..	—	—	—	—	—	—
Mamfe ... ..	13	4	20	2	25	64
Bamenda ... ..	—	—	—	—	—	—

These concern persons of old servile status. (See para. 158.)

## VI. LABOUR.

## (i) GOVERNMENT AND NATIVE ADMINISTRATION LABOUR.

163. Throughout the mandated territory all permanent labour is voluntary. To this rule there is no exception. Labour in lieu of taxation is also non-existent.

164. In the Northern Cameroons there are no European firms or European employers of labour. The people are almost entirely pastoral or agricultural. Ample land is available everywhere. Labour problems, in the usually accepted sense of the term, have therefore not arisen.

165. Compulsory labour is used only for the customary clearing of roads and paths.

166. In the Cameroons Province the only form in which forced labour is exacted for the Government is for the transport of the loads of Government officials on tour and of essential stores, but the number of carriers compulsorily enrolled is diminishing year by year. In the Bamenda Division, for example, there has grown up a class of voluntary carrier which is sufficient for all but extraordinary local needs. 9,398 carriers were supplied in the Province during the year, i.e., 3,895 less than in 1924. Of these 4,359 were used in the Bamenda Division, and the large majority carried voluntarily. The nearer to the coast, the less is the physique of the native adapted to head portorage and the less are they inclined to undertake it for the public service, though they constantly do so for their own purposes. Carrier work is paid for at a daily rate of 9d. for a day with a load and 4d. without, and compulsory carriers are rarely called upon to go for a journey of more than ten days' duration. In the Victoria Division, owing to the completion of a motor road between Victoria, Tiko and Buea late in 1924, the demand for head porters dropped from 3,822 to 1,302, because the Government used a motor lorry between these places. Six other lorries have been put on the road by private companies, and these, too, though no figures can be quoted, must have occasioned a great reduction in the use of head portorage.

167. The Permanent Mandates Commission asked for further information as to the forced or compulsory labour exacted from the natives by the Native Administrations of the Cameroons Province, and described in paragraph 24 on page 42 of the Report for 1923 as neither "free" nor paid. In that paragraph it was stated that there were certain compulsory and unpaid public services of the same nature as those recognised by statute or by-laws in European countries. These services consist of maintaining the roads and native-made bridges (i.e., suspension bridges constructed of creepers) between villages, and the upkeep of rest-houses, which have been a communal custom from time immemorial. The roads thus maintained are native roads which

existed before the European improved a few of them. They do not include metalled motor roads. Some of the so-called roads are merely tracks between villages which have to be occasionally cleared of grass. Nevertheless, it is a recognised and not too arduous duty, the failure to perform which may mean prosecution by a Native Authority. It is the same with bridges, which are all of the "bush-built" type, and with rest-houses which most villages in the old days maintained for strangers and now maintain in addition for the accommodation of the Political Officer. If a rest-house is on a main road and frequently used by travelling officers, the village responsible is remunerated for its trouble. Similarly, if the road is a main road and more than ordinary clearing is required, the villagers are rewarded by payment of a lump sum, which the chief and elders divide as they think fit. No new road construction has been undertaken by the Public Works Department in the Cameroons Province with compulsory labour, and no road construction by the Public Works Department is maintained by compulsory labour. As regards the activities of the Native Administration, the rule is that new construction is paid for, while maintenance of roads other than motor roads is done without payment. In new construction conditions vary. The Victoria Native Administration during 1925 has been constructing a metalled road for motor traffic towards Kumba by means of paid voluntary labour, and maintains its one other motor road in the same way. In the Kumba Division, on the other hand, there is at present only one short stretch of about 11 miles on which a motor lorry is used in the dry season. This was built by the chief and people of Bakossi on their own initiative to transport their produce from Nyasosso to Lum on the French railway. They maintain it themselves without payment, but for their enterprise in building it the Native Administration gave them a present of £200. In the Mamfe Division there is no motor traffic, other than one or two motor cycles, on any of the roads. In the Bamenda Division it is the same, but new construction was undertaken in 1925, particularly the road from Bamenda to the largest market at Bali (16 miles), of which 11 miles have been re-graded. This work was done by general consent and mass production, payment being made through the chief and headmen, and the Bali people are highly proud of their effort. They speak of the relief afforded to the carrier or the woman returning home with farm produce by the circumvention of the former steep hills. Bridging is done by paid artisans, but until the road is used for motor traffic it will be kept clean without payment as before.

168. During the year 484 persons were convicted in the Native Courts by the Native Authorities for failing to obey the order of their chiefs to labour. Of these 214 were convicted for failing to obey the order of the Native Authority to go as carriers on essential public service. This number (484) compares unfavourably with 345 in 1923 and still

more so with 263 in 1924. As far as the carrier prosecutions are concerned, the increase is due to the reluctance of the Victoria and Kumba people to act as carriers (there were only 8 persons punished on this score in the Bamenda Division, where 4,359 carriers were supplied, and 21 in the Mamfe Division, supplying 2,112), and further inducement has been offered by a rise of 1s. 1d. in the Victoria-Kumba journey rate. The other prosecutions are due to increased administrative activity on the part of the Native Authorities in keeping trade routes open and in the sanitation of their villages. The prosecutions usually involve a small fine or, in flagrant cases, a short term of imprisonment. All prosecutions are subject to the scrutiny of the Political Officer. They are sometimes occasioned by young men trying to escape their traditional obligations by attaching themselves to a Mission. Care, however, is taken that the prosecution in this kind of case does not amount to persecution.

169. The last return of labourers employed by Government Departments in the Cameroons Province showed 540 on the books, of whom 356 were employed by the Public Works Department. None of these 540 were officially recruited: all were voluntary labourers engaged at a daily wage and on an oral contract terminable at the end of any day. The pay ranged from 7d. to 1s. a day, and the Public Works have an 8-hour day. In the rare cases where quarters are provided they are on Government stations and subject to sanitary regulations and inspection. Government employees, when ill, attend the Government hospital and receive free medical treatment. A proportion of a labourer's pay may be deducted if he is idle, but there is no other legal means of punishing him for neglect of his work except dismissal. Food is not provided. It is for this reason that the rates of pay are higher than those paid by the Plantations, where rations are provided.

#### (ii) LABOUR ON THE PLANTATIONS.

170. In the discussion of the 1924 Report the Permanent Mandates Commission observed that they would be glad to learn that the conditions which have enabled the Government to secure abundance of voluntary labour on the former German estates while they were in its charge will continue to obtain now that they have passed into private hands, and that adequate legal provision exists for this purpose. Now the general principle that has been observed throughout the Cameroons Province for the last eight years is that it is not the function of Government to provide labour for private enterprise or to put any pressure on the people to work for wages. Therefore there was, and is, no legal provision for the supply of labour to the Plantations. The Plantations Management, which on behalf of the Public Custodian maintained the ex-enemy Plantations from 1915 onwards, although a quasi-Government Department, was treated in the

matter of the engagement of labour as though it were a private enterprise. The Management had, therefore, to rely entirely on their own unaided efforts for the supply of labour, and that they were able to secure a constant force of some 10,000 to 12,000 voluntary labourers year after year was solely due to the fact that they treated their labourers well, fed and housed them well, and paid them regularly. These facts were duly impressed upon the new Plantation owners when they entered into possession at the end of March, and they were informed that if they wished to obtain an adequate supply of labour they could only do so by making the conditions at least as attractive as they were before. And to their credit, it may be said, they have followed this advice with gratifying results.

171. The last return of labourers on the estates showed 11,824 voluntary labourers, with a staff of 75 Europeans and 565 Africans. There were no labourers under any but oral and daily contracts. All labourers were free to leave at the end of any working day, and on an average perhaps 50 per thousand will leave a plantation after a monthly pay day and go home or try another Plantation. On the whole, the Plantations have secured what labour they required, the exceptions being Bibundi, which suffered badly from the volcanic eruption in 1922, and Idenau, the farthest west on the coast. In both these places the heavy rainfall and the distance from markets and shops act as deterrents. It should be noted that the seasonal requirements of the Plantations for labour vary inversely with the desire of the natives to seek employment, the crop season of November and December being also the time when the labour likes to go home. It is not as though the companies kept on the labourers in the slack seasons, for the largest company a few months ago dismissed 500 labourers. Large numbers of labourers, particularly Yaundes and Bakokos, have come over from the French side as they used to do in pre-war days. This immigration has naturally caused the authorities of the French Cameroons some anxiety. A Decree was enacted in August, 1925 (see *Journal Officiel*, No. 127, of 15th August, 1925, page 323), imposing a deposit of 500 francs and 25 francs passport fee for each intending emigrant from the French sphere.

172. The conditions of labour remain much the same as those described in the 1924 Report. The handing-over, however, found the Government with no legal power of inspecting labour conditions, and on this ground the new owners objected to the visits of the District and Medical Officers as likely to encourage discipline and petty complaints. The situation was remedied by the making of Regulations No. 22 of 1925, which applied Part II of the Regulations under the Master and Servant Ordinance (Chapter 70 of the Laws) to the Cameroons and empowered Magistrates and Medical Officers to enter plantations and buildings for purposes of inspection. The inspections which were

carried out were very satisfactory, and showed that the new owners are not shirking their responsibilities in the matter of the treatment of their labourers. The relations between employer and employed are excellent, and the Administration does everything to promote harmony between them.

173. The rate of pay in the Planters' Union, to which all the owners, except one, of the plantations belong, is 5d. a day for plantation work and 6d. a day for heavier work, such as railway construction and tree felling. Ample rations are given out either weekly or bi-weekly. The general scale is 4 kilos of plantains or 2 kilos of coco yams daily, with 1 kilo of rice, 500 grammes of dried fish, 100 grammes of salt and 1 kilo of palm oil a week. Cooks are provided. The value of the rations varies according to the situation of the Plantation, but on an average may be taken as 3½d. a day. Rewards of tobacco are given for good work.

174. Roll call is at 5.30 a.m. and work starts at 6 a.m., and goes on till 4 p.m. with a break of about an hour for food at 11.30 a.m., or about a 9-hour day. Task work, however, is given wherever possible, and an industrious rubber tapper usually finishes his day's work before 2 p.m. Wages are paid monthly, and no complaints on that score have been made.

175. Discipline by moral suasion and the deduction of a day's pay for absence has been well maintained. Flogging, which was a common punishment in pre-war days, is now illegal, and only two complaints of that nature have come to the notice of the Administration, in one of which a European was fined and in another acquitted. To those who frankly desire the reintroduction of corporal punishment the Administration replies that flogging tends to degrade both the flogger and the flogged, and is only sanctioned by law as a deterrent to certain serious crimes under the Criminal Code. If the Government can handle its employees, as it does, without the use of the whip, private employers can do likewise. When a Roman Catholic catechist is able to separate two bands of fighting Yaundes and Bakokos solely by the exercise of his religious influence, as one did recently at Missellele, and hold them in penance on their knees for an hour opposite each other, the argument that they can only be tamed by corporal punishment is largely discounted.

176. The general health of the labourers, so far as the inspections revealed, seemed to be good. There have been no epidemics. The average number of in-patients at Ekona, employing 800 labourers, was 23.3 for 8 months, and at Molive 43 for 2 months out of 1,100 labourers. In three plantations employing in round figures 3,400 labourers, there were 13 deaths or 3.8 per thousand. But the organisation and records will be more complete next year, when it is hoped to provide fuller statistics. The Planters' Union was unfortunate in that the

first doctor they employed died in October and the next did not arrive till the last day of the year. During the interval the more serious cases were sent to the Government doctor at Victoria, while the rest were treated at the Plantation hospitals either by European or African dressers. There are hospitals and dispensaries on all the estates (16) of over 1,000 acres except the undeveloped estates in the Kumba Division. They vary in size according to the average labour force of the estate. On several estates there are also isolation wards. The best and most modern hospital is that at Missellele belonging to the West African Plantation Co., Ltd., Victoria, built of wood with a tiled roof and containing 100 beds, with operating room, dispensary and isolation ward, in charge of a German dispenser. Registers of in-patients and out-patients are kept by some plantations and wherever literate dressers are obtainable, the practice will be insisted upon.

177. The type of housing differs. At Missellele excellent large well-ventilated houses were built of wood and roofed with tiles, but such is the dislike of the labourers for association wards that they have made their own cubicles of mats within them. The corrugated iron house is still less appreciated. The West African Plantation Co., Ltd., Victoria, at Bota have experimented with admirable houses on a small scale similar to those at Missellele, but at an expense probably too great for general application. In general the labourers prefer their own style of house made of bark walls with mat roofs. The labourers are housed in camps mainly according to tribes, and the sanitation is satisfactory.

178. Legislation is now under consideration having for its object the control of the conditions under which the labourers live and work and prescribing rules and standards.

#### VII.—ARMS TRAFFIC.

179. Throughout the mandated territory, traffic in arms and ammunition is practically non-existent. In the Northern Cameroons the number of arms in the possession of natives is negligible. In the Cameroons Province there are about 3,000 flint-lock muzzle-loading guns (Dane guns) in the possession of natives. These weapons, most of which are very old, were licensed under German law. They are used for protecting crops from damage by wild animals and also for making a noise at funerals, weddings and other feasts.

180. Since 28th February, 1924, the Arms Ordinance (Chapter 132 of the Laws of Nigeria), with its very stringent provisions has been applied to the British Cameroons.

181. In the Cameroons Province there were no withdrawals

of flint-lock guns from public or private warehouses during 1925. If a few have found their way over the border from Nigeria, they have not come to the notice of the authorities, for no further flint-lock guns have been licensed under the Arms Ordinance in the Cameroons Province. There has been a considerable import of powder for flint-lock guns over the land frontier but none by sea. There is however no danger to be anticipated from this source, as a vast amount must be required for firing off at funerals. For example, at Bali, the largest of the native towns, custom requires that every man related to anyone living in the same quarters as the man who has died must come and add his gun to the rattle of musketry that marks the funeral.

182. Fifty natives were granted licences to bear shot guns, These were either chiefs or private persons of some standing and of good character.

183. The imports of arms and ammunition in 1923, 1924, and 1925 were as follows :—

	<i>Arms.</i>			<i>Rounds of ammunition.</i>		
	Revolvers.	Rifles.	Shot guns.	Revolvers.	Rifles.	Shot guns.
1923.	8	10	17	524	2315	7,995
1924.	5	1	10	106	275	5,662
1925.	39	32	44	2,717	5,030	11,215

The large increase in the import of arms of precision and ammunition therefor is due to the arrival in the territory of some 100 Germans.

#### VIII.—ALCOHOLIC LIQUOR AND DRUGS.

184. The sale of Alcoholic Liquor is regulated by the Liquor Ordinance (Chapter 131 of the Laws of Nigeria).

185. The whole of the Northern Cameroons is a "prohibited area" in which spirits may not be sold to natives or possessed by them. There is no consumption of European liquor by natives in this area. Mohammedans are total abstainers and the pagans are content with their home-brewed beer which to them is a food as much as a beverage.

186. In the Cameroons Province the Victoria and Kumba Divisions are restricted areas under the Liquor Ordinance (Chapter 131), in which intoxicating liquor may not be sold by a non-native or native foreigner except under a licence and in which its sale by natives may be restricted by by-laws made by a Native Authority. The Bamenda and Mamfe Divisions are prohibited areas, in which the sale of spirits to and the possession

of spirits by natives are prohibited. Bamenda had always been a prohibited area under the German rule, owing perhaps to the fact that the natives could supply themselves with a light wine manufactured from the wine palm (*raphia vinifera*), which grows plentifully, or beer from maize and guinea corn. Mamfe, on the other hand, lying within the forest belt, was not a prohibited area in the German time, but was declared so by Order in Council No. 9 of 8th July, 1924. The result has been somewhat similar to that in America and Russia, where legislation has preceded conversion, and many oil palms were cut down for the sake of the gallon or so of palm wine which each will yield. For liquor can be had from almost any palm tree with no more skill than is required to make an incision and no other apparatus other than a knife and a pot. As, however, oil palm felling is prohibited by the Forestry Ordinance (Chapter 95), prosecutions followed, and 23 persons were convicted for this offence. Yet it may be said that the Mamfe Village Heads, whose protests against prohibition were at first loud and persistent, have become more resigned to the measure. The prohibition, moreover, while it prevents the purchase by natives of expensive spirits, does not prevent the purchase of beer and wines at moderate cost.

187. No control is exercised over the manufacture and sale of native fermented liquor outside a township except in so far as it is made from the oil palm. The Native Liquor (Sale) Ordinance (Chapter 75) will be applied to the Victoria Township and the area within a mile of its boundaries as soon as the survey now taking place is complete and the Township gazetted. Thereafter, no native liquor will be able to be sold within the area so defined except under licence.

188. There were only two convictions for the smuggling of liquor. This is a very small number, and may not be a fair criterion of the extent to which the smuggling of liquor is carried on owing to the difficulties of maintaining an effective Preventive Service on such a long and easily crossed boundary. The difference in the duties on liquor between the French and British Cameroons is so marked that the temptation to smuggle must be very strong, but the Decree published on 23rd May, 1924, in the French Cameroons by which the sale to natives of distilled liquor and of drink containing more than 14 degrees of alcohol was prohibited should have had a salutary effect.

189. The duty on distilled spirits in the French Cameroons was fixed by a Decree of 14th September, 1925, at 2,000 francs the gallon of pure alcohol. This at the present rate of exchange represents a duty per gallon on pure alcohol of about 10s. less than the Nigerian duty.

190. Under the same decree the duty on beer and wines was fixed at 10 per cent. *ad valorem*, so that a comparison with the Nigerian duties is not possible. Prior to the decree there was a

difference in favour of the French tariff of about 4½d. a gallon on beer, 3s. 7½d. a gallon on sparkling wines, 1s. 3d. a gallon on still wines containing from 12 per cent. to 16 per cent. pure alcohol, and 1s. 10½d. a gallon on still wines of under 12 degrees alcohol, all values being calculated at 120 francs to the £.

191. The following licences to sell liquor have been issued for 1925 in the Cameroons Province :—

One general wholesale, eight store liquor, four general retail, all at £15 each, one wine and beer licence at £1; or an increase of one wholesale, four store liquor, and two general retail licences over 1924. The additional licences were those granted by the Licensing Board out of a large number of applications made by the German purchasers of the Plantations and were recommended to the Board in observance of the principle of economic equality.

192. The importation of alcoholic liquors for the years 1923, 1924, and 1925 were as follows :—

	1923.	1924.	1925.
	gallons.	gallons.	gallons.
Brandy ... ..	24	37	90
Whisky ... ..	593	728	383
Rum ... ..	11	3	4
Gin ... ..	379	1,025	812
Liqueurs ... ..	30	27	44
Medicated and Un- medicated Spirits	94	27	49
Beer ... ..	3,108	4,356	10,481
Wines and Vermouth	814	938	1,498

Thus the *per capita* consumption in the Victoria and Kumba Divisions is—

Spirits ... ..	·012 gallons.
Wines and beers...	·11 gallons.

193. There is a welcome decrease of 485 gallons in the import of spirits and liqueurs (exclusive of medicated spirits). If there has been a notable increase in the import of beer, it is largely for consumption by Europeans, of whom for the greater proportion it is a national beverage. For the natives also beer is a more wholesome beverage than palm wine and of about the same alcoholic strength.

194. The Commission wished to be informed as to the reason for the large increase in the quantity of gin imported in 1924. This question must be considered in connection with the large decrease in the importation of spirits in 1925. It must be remembered that consumption over a limited period does not necessarily vary directly with importation. In the present case it appears likely that in 1924 the merchants increased their indents for spirits in anticipation of the return of a large number

of Germans to the plantations. In so far, however, as consumption did increase in that year, it may be ascribed partly to the increased prosperity of the people and partly to the importation of a certain amount of Continental gin which was sold at 5s. 6d. a bottle, i.e., slightly less than gin imported from the United Kingdom. The profit on the cheaper brands was found to be very small, and this in turn may account in part for the decreased importation in 1925.

195. In the course of the proceedings of the seventh session of the Permanent Mandates Commission reference was made to a statement that spirits described as "absolute poison" were being sold in mandated territories at prices varying from 1s. to 1s. 10d. (it was not clear whether this was the price per case or per bottle). The Commission may rest assured that no such spirits which, of course, belong to the category of "trade spirits" are imported into Nigeria or the Mandatory Territory. The importation of "trade spirits" (for a definition see paragraph 127 of the 1924 Report) has been totally prohibited for some years. No brand of gin is allowed to be imported unless its quality has been exhaustively tested.

196. The import duties set out on pages 45 and 46 of the Report for 1923 are still in force.

197. As to the country of origin of the alcoholic liquor all whisky is imported from the United Kingdom and all brandy from France. All patent still gin comes from the United Kingdom, except Erven Lucas Bols gin which is included in the approved brands and comes from Holland. Most of the pot still gin comes from Holland, and the remainder from Germany.

198. The only persons importing and using dangerous drugs are the Medical Officers of the Government and the qualified medical practitioner employed by the Planters' Union.

199. The coca (cocaine) shrubs in the Botanical Gardens at Victoria have been eradicated, as desired by the Commission. Those at Kumba have also been eradicated and if any other shrubs should be located they will straightway be destroyed.

#### IX.—MISSIONS AND LIBERTY OF CONSCIENCE.

200. The Mandatory Power continues to afford a fair field without favour for the free exercise of religious beliefs, whether Christian, Mohammedan or Pagan, provided that the practices observed are not contrary to public order and morality.

201. The Criminal Code provides for the free exercise of religious worship and provides penalties:—

- (a) for offering violence to officiating ministers of religion;
- (b) for disturbing religious worship or offering insult to any religion.

202. No Christian missions are at work in the Northern Cameroons.

203. In the Cameroons Province the Roman Catholic Mission (St. Joseph's Society of Mill Hill) has made notable progress since their arrival in 1921. Their latest returns show four principal mission stations at Bota, Bonjongo and Soppo in the Victoria Division and at Kumbo in the Bamenda Division, with 132 sub-stations all regularly visited by the Fathers. The staff consists of a Bishop with six European priests, three Sisters, and 143 catechists, while the number of Catholic Christians is 8,479 and of catechumens 4,309, of whom 1,207 are females, 578 marriages have been celebrated. Their activities have been mainly confined to the Victoria Division and the farthest north-east of the Bamenda Division, but they are expecting to establish two more principal stations in the Kumba and Mamfe Divisions. In the south they have met, as was natural, with some passive resistance from the older Village Heads and people, but among the younger plantation labourers they found willing proselytes and have exercised a salutary disciplinary influence upon them. Up in the north on the other hand there are more powerful chiefs, who have viewed with some apprehension the return of the missionaries as likely to undermine their power and prestige, of which an outward and visible sign is usually a large number of wives. They note the growing desire of the young to become Christians and to abandon their traditional customs and observances. They see also their younger wives deserting them and many young men looking to the authority of the head of a foreign church rather than to themselves, and they are filled with alarm. The question is fraught with difficulty for the administrator and calls for infinite patience and the spirit of compromise. It is satisfactory, however, to state that the relations of Kumba between Christian and pagan are now comparatively harmonious, though at Bikom, which still remains something of a storm centre, there was recently a breach of the peace which arose through some converts to Christianity adopting an insulting attitude to the religious beliefs of their animistic countrymen.

204. The Basel Mission started work in March under the aegis of the Missions Evangelique de Paris whose headquarters are at Duala, and three Swiss Missionaries, of whom one was at Buea before the war, have been actively trying to make up for lost ground. Their permanent stations at present are at Buea and Besongabang (Mamfe Division), but a German Missionary and his wife were on their way to Bali (Bamenda). Their return there will be welcomed by the Administration. It is no very long time since the Bameta tribe, now a stronghold of Protestantism, practised the same savage customs as the Ngi (see paragraph 62 of the 1924 Report), to whom they are closely related, and there is no doubt that Christianity, which has already obtained a foothold among the former, will under the

guidance and inspection of a European missionary make rapid strides among the Ngi also, and will speedily wean them from any surviving tendencies towards cannibalism and witchcraft.

205. The statistics furnished show two principal Mission stations at present occupied, 192 churches, 7,576 Christians and 3,585 catechumens. In addition to the three European missionaries there are one native pastor and 114 native catechists and teachers.

206. The Native Baptist Church, whose headquarters are at Victoria, deserves a note. About four years after the Baptist Mission transferred their land and property to the Basel Mission in 1886, a few Baptists seceded and formed an independent church, of which the number of baptized members is about 350. In 1925 this church opened two stations at Bikom and Bafumbum some 200 miles away in the Bamenda Division, being persuaded to go there at the invitation of some men of those places who had become proselytes at Victoria and Soppo. They also have a few teachers in the Balue District of Kumba. Altogether this church has about 480 full members and 250 catechumens.

207. The African church has a small following in the Southern villages of the Kumba Division on the Nigerian border.

208. Nine Roman Catholic Mission, 20 Basel Mission, one Baptist Mission, and one Native Baptist churches have been licensed under the Marriage Ordinance (Chapter 68) for the celebration of marriages.

209. Both Roman Catholic and Protestant Missions are working with complete freedom of action, as was stated in paragraph 136 of the 1924 Report, nor is there any intention to allot geographical limits to the different churches. Opinions differ as to whether competition between Christian missions has had a bad effect on the people. In many villages they are living in close proximity without discord.

210. The members of the proposed Board of Trustees in whom the property of ex-German (Roman Catholic) missions is to be vested have been nominated and have signified their willingness to serve. The terms of the trust-deed were still under discussion at the end of the year.

## X.—MILITARY, POLICE AND PRISONS.

### (i) NAVAL AND MILITARY.

211. The Mandatory Power maintains no naval base and no military force, posts or garrisons in the Cameroons. If military force is required, it is drawn from the Nigeria Regiment of the West African Frontier Force, whose permanent stations are confined to Nigeria. There is no recruiting of natives of

the mandated territory for military service within or without the territory.

212. The sloops of the West African Station occasionally visit Victoria in order to take advantage of the health-giving mountain air of Buea. H.M.S. "Delphinium" arrived for that purpose at the end of December.

213. The Military patrol which, as stated in paragraph 28 of the last Report, visited Gwoza in the Dikwa Division in 1924, was withdrawn in January, 1925. Since then no military force has entered the mandated territory.

(ii) POLICE.

214. In the Dikwa Division a detachment of Nigerian Government Police is now maintained in order to furnish escorts to Administrative Officers on their visits to the settlements of the primitive hill people.

215. Throughout the Division routine police duties are performed by the members of the Native Administration police force, which, owing to the particular needs of the Division, is in Dikwa, composed of three branches: the "dogarai," for work in Dikwa town; the "askar," for patrol duty on slave routes and in neighbourhoods where outbreaks of thieving occur; the "zubat," for general work and for carrying instructions from the Central Administration to the outside districts.

216. These Native Administration police work in close co-operation in the border region with similar officials in French territory. During the year a post of "askar" was established in Rann district to work in collaboration with a similar post in the French Cameroons to check thieving on a road in the latter territory.

217. In the Adamawa districts north of the Benue a small detachment of Nigerian Government police, consisting of usually 12 or 15 rank and file, is stationed as an escort with the Political Officer in charge of the area, and is always directly under his supervision. Recourse to force has, however, not been necessary in these districts during the year under review. In addition to the above-mentioned police escort, there are, in the northern area, 20 native administration police, who are paid by the native administration and are distributed among the districts under the orders of the district headmen. These police are only armed with staves. In the southern area the only police are 17 of these Native Administration police, and no other police force is necessary for the maintenance of law and order and the suppression of crime.

218. In Gashaka the Native Administration maintains four of its own police.

219. In the Cameroons Province the removal of the military garrison from Bamenda to Nigeria in December, 1924 (see paragraph 139 of 1924 Report), occasioned rumours among the more primitive hill tribes that the Government was withdrawing altogether. This notion, however, was quickly dispelled by the political staff, who exhibited great activity in the New Year, visiting all parts of the Division and reassuring the people by their presence among them. A little restlessness occurred at Bassa and at Ngi in the west and north-west of the Division, where some opposition to the payment of the poll tax, though it is no more than 1s. the male adult, was encountered. As the Germans found, these backward hillmen are still averse from being closely administered, but the forthcoming visit of a Political Officer with a police escort should convince them that further resistance to authority is unavailing.

220. The Police establishment in the Cameroons Province, which is in the charge of a British Commissioner of Police, has been reduced from 160 to 136. The distribution is as follows :—

Buea—Headquarters and Training School	...	48
Bamenda	... ..	35
Victoria	... ..	21
Mamfe	... ..	14
Kumba	... ..	11
Tiko	... ..	7
		<hr/>
Total	... ..	136
		<hr/>

The pay varies from 1s. 6d. a day for a third-class constable to 6s. 6d. for a sergeant-major, with rewards for good conduct of a penny a day.

221. Considering the difficulties of their work, the Police are remarkably efficient, maintain good general discipline, and are not unpopular with the public.

222. Each year the Native Administrations, with the exception of the Victoria Division, are becoming more capable of policing themselves, so that in the Mamfe Division, for example, the activities of the more highly trained Civil Police are in the main confined to the provision of escorts for specie, the arrest and prosecution of the more determined criminals, and to duty on the Government station.

### (iii) PRISONS.

223. No Government Prisons are maintained in the Northern Cameroons. Prisoners sentenced by the Provincial Courts serve their sentences in Nigerian Government Prisons.

224. The Dikwa Native Administration maintains a prison at Dikwa. The number of prisoners at the end of the year was 78. Throughout the year the daily average number was 70.31. The prisoners are employed on sanitary work in the town, brick making and brick-laying and in doing repairs to buildings.

225. The discipline of both the warders and the prisoners has been very good. The progress made in this respect is very striking, and the orderliness which is so difficult to introduce into a native prison, but which exists in the Dikwa prison now, is in great contrast to the laxity of both the staff and prisoners on the opening of the institution a few years ago. One prisoner escaped during the year, but was recaptured within a few days.

226. The health of the prisoners has been very good, and there have been no deaths, although there were some cases of relapsing fever amongst them during the early months of the year.

227. In the remaining areas of the Northern Cameroons persons sentenced to imprisonment by Native Courts serve their sentences in the Native Administrative Prisons in the Nigerian Provinces to which the areas are attached.

228. In the Cameroons Province there are no Native Administrative prisons. All prisoners, whether sentenced by the Provincial or Native Courts, are lodged in Government prisons.

229. There are three Provincial prisons at Buea, Bamenda and Mamfe respectively, and one Divisional prison at Kumba. A Provisional prison is for prisoners sentenced up to two years and a Divisional prison for those sentenced up to six months. The convict gaol for the Cameroons Province is at Calabar.

230. The prisons are administered by the Political Officers under the supervision of the Director of Prisons. Nigerian regulations and food scales are followed. The statistics for the year were :—

	Total Admissions	Average daily rate.	Total deaths.	Death rate per thousand.
Buea ...	454	62.89	1	2.2
Bamenda ...	405	60.85	7	17.28
Kumba ...	200	23.01	1	5.00
Mamfe ...	396	45.57	2	5.05

All the deaths at Bamenda occurred between the middle of September and the end of November. Six were from pneumonia and one from septicæmia following on leprosy. The death-rate last year at this prison was 6.51. The general health has been good. The Buea prison is under the Medical Officer, Victoria (23 miles), and a resident African dispenser, while those at Bamenda, Mamfe and Kumba are under the resident Medical Officers. Prisoners are weighed monthly.

231. Prison offences are governed by Nigerian regulations and the infliction of corporal punishment is carefully regulated. A remission system is in force.

232. Owing to the lack of private residents in the vicinity of the Prisons, it has not yet been found possible to appoint regular honorary visitors, though the occasional visitor is welcomed. An American traveller described himself as "an admiring visitor" to the Buea prison in October. Members of the Roman Catholic and Protestant missionary bodies are constant visitors at the Buea prison, and hold Divine Service on Sundays.

233. The work of the prisoners is mainly sanitation, but trades are taught to such long-sentence prisoners as are young and apt enough to learn.

#### XI.—ECONOMIC EQUALITY.

234. The principle of economic equality laid down by Article 22 of the Treaty of Versailles is no new one where British administration in West Africa is concerned. It has been the principle in force in the adjoining Colony of Nigeria ever since its foundation, and this principle has quite naturally been in force in the British Cameroons since civil administration began. Except in regard to certain dyestuffs, no differentiation has been made as to the import of goods from ex-enemy countries since the ratification of the Treaty of Peace, and the exclusion of subjects of these countries under Proclamation No 22 expired in September, 1922. The differentiation in regard to dyestuffs has since been abolished. It may be added here that the British Cameroons benefits by the preferential import duty in the United Kingdom on cocoa and coffee grown "within the British Empire." The customs regulations and tariff in force are those of Nigeria.

235. Goods passing in transit by sea or inland navigation are exempt from duty. Imported goods in transit otherwise pay duty at the port of entry, but if at the point at which they pass to foreign territory they are examined by an authorised officer and found to be intact a refund of the original duty can be claimed at the port of entry. No refund of duty can, however, exceed the amount of duty paid in foreign territory and no refund of duty is allowed on spirits.

236. The same principle of strict economic equality governs, or will govern, concessions, land tenure, mining rights, and the fiscal regime.

237. The plantations (ex-enemy private property) were put up for sale without reserve by public auction in London in November, 1924, the discrimination against ex-enemy purchasers, which was a condition of the previous auction, having been withdrawn. With the exception of three small lots, all the proper-

ties were sold. Most of the buyers were the former German owners. The transfer of the properties took place in March, 1925. The result has been a large influx of Germans, who now outnumber the subjects of the mandatory power by 125 to 48. At the same time, it is satisfactory to record that the relations between the two sections have been altogether amicable. That no differentiation has been made as to the import of goods from ex-enemy countries is clearly shown by a glance at the Customs statistics, which reveal that, whereas the value of imports has risen five times, the import duties have risen but two and a half times. The difference is due to the fact that all building materials, plant, and machinery, of which the Germans have imported vast quantities for reconstruction purposes, are admitted duty free, whatever be their country of origin.

## XII.—EDUCATION.

### (i) DIKWA.

238. There are no mission schools in Dikwa or in any part of the Northern Cameroons.

239. The broad principles which form the basis of the educational policy in the Emirate of Dikwa may be briefly stated as follows: the policy aims at making the individual more efficient in his condition of life by adapting the form of the education given to the mentality, aptitudes, occupations, and traditions of the various peoples, conserving as far as possible all sound and healthy elements in the fabric of their social life and bringing these elements, where necessary, into consonance with changed circumstances and progressive ideas. The system embodies the following educational opportunities:—

- (a) Elementary education for young children through the medium of village schools. These schools supplement the purely religious instruction and the discipline which are all the Koranic schools provide. The curriculum of the village schools has a vocational bias and their purpose is not to disturb the existing order of things but rather to minimise the natural disturbances which are inevitable in what we call progress.
- (b) Primary education through the medium of schools situated in the large centres.
- (c) Technical and vocational training college at Katsina, Nigeria.

240. It will be readily appreciated that the aims of an educational system such as that to which (a) and (b) refer can be successfully achieved only through teachers who are natives of the Emirate itself. The employment of a foreign staff would prejudice at the outset the chance of success of any educational system amongst a population at the stage of development of



(2) No. of admissions, 1925	...	...	...	9
,, , departures, ,,	...	...	...	5
				<hr/> 4

(3) Of the five pupils who left during the course of the year, two were transferred to the Provincial School at Maiduguri; the remainder received appointments on the Assessment Staff of the Dikwa Native Administration.

(4) The new pupils are the children of people holding responsible positions under the Native Administration.

(5) Distribution of Pupils—Racial :—

Arabs	...	...	...	...	14
Kanuri	...	...	...	...	17
					<hr/> 31
Total	...	...	...	...	31

(6) Distribution of Pupils—Geographical :—

Dikwa Division :—

Woloji District	...	...	...	...	3
Bama	,,	...	...	...	3
Rann	,,	...	...	...	3
Gulumba	,,	...	...	...	2
Ngala	,,	...	...	...	1
Yabiri	,,	...	...	...	2
Gumsu	,,	...	...	...	1
Fada	,,	...	...	...	1
Kala	,,	...	...	...	1
Dikwa	,,	...	...	...	14
					<hr/> 31

(7) Attendance :—

No. of Day Boys 31.12.25.	Average Daily Attendance	No. of Boarders 31.12.25.	Average Daily Attendance
15	14.073	16	14.683

(c) *Curriculum.*—In the upper class, which consists of 11 pupils, instruction is given in reading, writing and arithmetic in English; Arabic, hygiene and religious knowledge. In the lower class, which contains 20 boys, reading, writing and arithmetic are taught in Kanuri; the remainder is the same as in the upper class.

Prominent attention has been given to agriculture and the school farm yielded very satisfactory crops. Football and native games are played regularly by all the pupils.

- (d) *Work of the School.*—The upper class under the Head Teacher has made very good progress, and several of the pupils are sufficiently advanced to be transferred to a higher-grade school at the beginning of the next school year. The work in English and Arabic is very promising.

The progress made in the lower class is very encouraging.

- (e) *Health.*—The health of the staff and pupils has been uniformly good throughout the whole year. Every new pupil who has not had smallpox is vaccinated before attending the school.

- (f) *Boarding Compound.*—Sixteen of the pupils live in the School Compound in which the boarding arrangements are in the hands of a responsible caretaker appointed by the Sheikh. The Head Teacher is responsible for the discipline of the compound, and he reports well on the conduct of the boys.

- (g) *School Committee.*—In all arrangements for the organisation of the School it has been the aim to make the Sheikh and his chiefs feel that the School is an integral part of the Administration in the same sense as the Courts, Treasury, etc., and that its conduct is vested, as far as is possible, in the officials of the Native Administration. An Advisory Committee consisting of the following members has been appointed :—

The Resident of Bornu Province.

The Political Officer in charge of Dikwa Division.

The Senior Superintendent of Education stationed in Bornu Province.

The Sheikh and members of his Council.

A meeting of the committee early in the year was attended by the Deputy Director of Education, Northern Provinces, Nigeria, who visited Dikwa in the course of a tour of inspection.

- (h) *Fees.*—School fees are now paid by all pupils : in some cases they are as low as one penny per month.

- (i) *Inspections.*—The School was inspected by the Deputy Director of Education, Northern Provinces, Nigeria, and was visited regularly by the Superintendent of Education, stationed at Maiduguri, during the course of the year.

- (j) *Classes for Adults.*—These classes are held in the afternoons, when books from the Native Administration Arabic Library are read under the supervision of three Arabic teachers.
- (k) *Extension in 1926.*—At a meeting of the School Committee held in August the possibilities of enlarging the scope of the School were discussed, and it was agreed that the time was opportune for increasing the establishment of the School. It was unanimously recommended that two new wings be added to the existing building to provide accommodation for new pupils. The extensions will be completed in January 1926, when the establishment of the School will be raised to 45.

244. The Superintendent of Education reports very favourably indeed on the lively interest shown by the Sheikh and Dikwa notables in the well-being of the School. They hold a healthy conception of its aims, and are fully alive to the advantages of secular education. It is their example and enthusiasm which will break down the tradition, to which many of the people of the Emirate still cling, that secular education is superfluous and not in accord with the dictates of Islam. Such traditions are already weakened by the changes which are taking place in the social order, and the educational system in Dikwa tends more and more to win the sympathies and support of the people for whose benefit it has been instituted.

245. Technical instruction and primary literary education are given at the school of arts and crafts in Maiduguri. The branches of technical training which are covered by the courses in this school are: motor mechanics, motor driving, blacksmithing, tin-smithing, leather working, joinery, cart and wheel building, cabinet making, brickmaking, brick burning, bricklaying, cotton spinning, and weaving.

During the year the arts and crafts school buildings have been entirely rebuilt, and the enlarged workshop galleries provide additional accommodation for the increasing number of pupils. The arrangements for the boarding compound, too, have been completely reorganised to effect economy and efficiency in its working, and playing fields have been laid out. Here, as in the Dikwa School, the participation of the pupils in football and other games has had a very beneficial effect on the boys, not only from a health point of view, but also by inculcating in them *esprit de corps*.

246. Considerable attention has been devoted during the year to the cotton spinning and weaving classes. The instruction in these industries makes a wide appeal alike to the pupils and their parents. The local native-made cloth is of poor quality and consists of strips only three inches wide, and the introduction of looms capable of weaving wide material is a progressive step of which the significance quickly impressed itself on the

pupils and their friends. The largest loom was obtained from the London School of Weaving, and the pupils are not only instructed in its use, but are also taught to construct other looms of a similar pattern.

247. Side by side with the weaving industry dyeing has been developed, and instruction is given in the preparation and use of dyes obtained from local herbs.

248. The Sheikh and members of his Council have visited the School during the year, whenever opportunity has offered itself, and were very gratified at the progress that is being made. They remarked especially on the healthy and happy appearance of the pupils.

249. The workshops in Dikwa, already referred to, expand with the increasing requirements of the administration and additional personnel will shortly be available for them from the arts and crafts school.

250. Higher educational facilities are available at the Provincial School at Maiduguri, at the Katsina Training College, and the Technical School at Kano. As stated in paragraph 243 above, the Dikwa School has the advantage of possessing a teacher trained at Katsina. Two of the pupils have also been transferred to the Maiduguri School for higher instruction.

#### (ii) YOLA DISTRICTS.

251. The Yola Provincial School, under a European Officer of the Education Department, is open to boys from the mandated areas. The fathers or the local chief pay a school fee of 10s. per pupil per annum, and subsistence money at the rate of 6s. per month. The age of entry is up to 14 years of age. There are ten boys now in this school from the North Area, and one boy from the South Area.

252. The School is financed by the Yola Emirate Native Administration, which purchases books and equipment, pays teachers' salaries and maintains teachers' and pupils' quarters and all other necessary buildings. The subjects taught are reading, writing, arithmetic, Hausa, English, secular and religious Arabic, drawing, hygiene (to which special attention is given) and geography. Instruction is also given in smithy work, leather work, sewing, carpentering, and building and brick work.

253. The School aims at the formation of character as a primary object and endeavours to train the individual so that he may grow up to become a useful member of the community. Up to the present scholars on passing out have been absorbed by the Native Administrations as trained scribes.

254. In the Northern Area a rural school is being built at Mubi and will be opened probably in January 1926. This will be visited by the Superintendent of Education from Yola periodically.

255. Here, as elsewhere in the Northern Cameroons, advanced pupils can avail themselves of the higher educational

facilities offered by the Training College at Katsina and the Technical School at Kano.

(iii) KORANIC SCHOOLS.

256. Throughout the Mohammedan areas of the Northern Cameroons there are numerous Koranic schools. In some of these the foundations of Arabic scholarship are laid, but in many of them it must be confessed that the pupils do not progress beyond learning a few passages of the Koran by rote.

(iv) CAMEROONS PROVINCE.

*Government Schools.*

257. The European Staff, as in 1924, consists of an Inspector of Schools. During the year he has travelled for 173 days, covering nearly 2,000 miles on school inspection duty and visited at least once all schools in each category except the unorganised Basel Mission schools. The inspections numbered 36.

258. The African Staff has been increased by one first-class and one second-class certificated teacher and ten pupil teachers.

259. There has been a very satisfactory increase in the numbers on the rolls and in the average attendance. The most marked increase is at Kumba, where the average attendance has risen from 104 to 175.

260. *Staff.*

	<i>West Indian.</i>	<i>1st Class Cert.</i>	<i>2nd Class Cert.</i>	<i>3rd Class Cert.</i>	<i>Assistant Teachers.</i>	<i>2nd Year Pupil Teachers.</i>	<i>1st Year Pupil Teachers.</i>
1925 ...	1	7	7	3	9	6	14
1924 ...	1	7	6	2	9	3	7
Increase ...	—	—	1	1	—	3	7

School.	Division.	Average Attendance.			Number on Roll at end of School Year.		
		Boys.	Girls.	Total.	Boys.	Girls.	Total.
Buea ...	Victoria ...	132	17	149	161	24	185
Victoria...	" ...	210	55	265	263	66	329
Kumba...	Kumba ...	166	9	175	208	9	217
Nyasosso ...	" ...	122	4	126	141	3	144
Mamfe ...	Mamfe ...	130	12	142	158	11	169
Bamenda ...	Bamenda ...	134	6	140	162	9	171
		894	103	997	1,093	122	1,215
	1924 ...	—	—	785	967	112	1,079
	Increase ...	—	—	212	126	10	136

261. There has been no change in the syllabus, which is that of the Nigerian Educational Code. Education is free for

infants, but primary pupils pay 6d per month. The term 'infant' is elastic, the maximum and minimum ages being 13 and 4 years. As far as possible it is the policy in the Government schools to secure the child between four and six years so that in the future standards V and VI will be composed of children between the ages of 12 and 14. At present, however, if accommodation is available, children up to 12 years are accepted in the Infant Department if they are likely to pass out in a year's time.

262. The vernacular unfortunately cannot be used as a medium of instruction in Government schools even in the initial stages owing to the large number of different dialects. The alternative is a limited use of the local lingua franca which is the pidgin English. It is however only used as a means of explanation where English proper would not be understood. As a pupil progresses he hears less and less pidgin English until in the top two or three standards of the Primary Department he hears none at all. It is in the up-country schools rather than in Buea and Victoria that the use of pidgin English is at all marked.

263. There is no technical or trade school as yet in the Cameroons Province although a few specially selected boys have voluntarily attended the Marine workshops at Victoria in the afternoons without interruption to their studies. Nor are handicrafts specifically taught in Government schools, though the children are encouraged to train the hand and eye by making things for their daily use such as platters, dumb-bells and rough furniture. The large proportion of the present staff have had no training in cottage industries. Experience also tends to show that village arts and crafts are better promoted in the village than in the school. In the making of dyed grass mats and bags, cotton caps, spears and cutlasses, pottery and baskets, which are all well and cheaply manufactured in this Province, the village craftsman and woman has nothing to learn from the school teacher or even from the European. As soon as they forsake their traditional methods the question of increased cost of production arises and they lose their market in competition with the foreign imported article. As regards European trades it should be observed that the workshops of the plantations and, to a less extent, the operations of the Public Works and Marine Departments afford to quite large numbers of youths a useful practical training as carpenters, bricklayers, masons and blacksmiths. There is a limit to the amount of such employment which the Province can offer, and it is noteworthy that the plantations during a busy year of reconstruction have found sufficient artisans locally.

264. Agriculture in the school gardens is carried on although it continues to be one of the subjects least appreciated by the pupils. At the same time not all boys are absorbed in the foolish worship of mere literacy, for many spend a good deal of their holidays working on their parents' farms.

265. So far there are only three African lady teachers, though two European ladies have voluntarily taught needlework at Buea school, and one African lady at Victoria. The other three have conducted domestic classes at Mamfe and kindergarten classes at Victoria, where the children seem to enjoy every minute of the school hours, especially the nursery games with recitation and the acting of parts. The Mandatory Power is fully aware that it is not possible to carry through a programme of mass education without the employment of a high proportion of women teachers which it will do its best to train.

266. The first recognised examination is that of a pass from Standard VI conducted by the Inspector of Schools. The obligatory subjects are reading, writing, English composition, and grammar, English dictation and colloquial English. The results of the examinations this year are as follows:—

	Boys.	Girls.	Total.
Secondary Department Class II ...	1	—	1
Class I ...	—	—	—
Primary Department Standard VI...	8	1	9
V...	19	1	20
	—	—	—
	28	2	30

This is 72 per cent. of those presenting themselves.

267. Any boy who has passed Standard VI may enter for the Scholarship Examination for free education at King's College, Lagos, but none has so far made the attempt.

268. *Secondary Education.*—As indicated in paragraph 181 of the 1924 Report a Secondary Department was opened at Victoria School on 1 January, 1925, in charge of a West Indian schoolmaster. The number on the roll is eight boys and two girls with an average attendance of six boys and two girls. This is the first step towards providing a staff of well-trained teachers who are natives of the mandated territory. It may be said that no effort is being spared to secure that the teachers of the future shall be men of high character, and that due provision is being made for establishing and maintaining sound discipline.

269. The Secondary Department was followed up as quickly as possible by the opening of a Normal Class at the Victoria school on 1st October, in charge of the same schoolmaster, although only two students were then ready. The qualifications to enter this class are to have served as a registered pupil teacher under contract for two years and to have passed examinations under schedules D and E or to have passed out of Class 2 of the Secondary Department. The Normal students board in at the Government expense.

270. During the holiday months of July and December the Headmasters of the four Divisional Headquarters Schools, who themselves hold 1st class certificates, conduct vacation classes for uncertificated assistant and pupil teachers. In addition to

the Inspector of Schools, the Divisional Medical Officers interest themselves in these classes and give lectures.

271. Considerable attention is paid to recreation and its relationship to the formation of character and the development of physique. Musical drill at one or two of the schools is carried to a high pitch of excellence, while football is universally popular. Another form of community recreation to which teacher and taught can contribute with manifest and healthy enjoyment is the school play and concert. As an example a musical operetta adapted for schools was produced at Kumba. The Acting Resident, who has had nearly ten years' experience of the Province, after witnessing a performance, wrote :—

“ It came as a revelation to me. I had no idea that these children could undertake so ambitious a play and perform it so well. The Headmaster was the soul of the movement, taking the principal part and conducting the choral songs. The whole cast were trained by him, and remarkably well trained too, seeing that he had no other musical instrument than a tuning fork. The home-made stage and costumes were most effective. All enjoyed it hugely, and seemed to wish to play on indefinitely.”

It is perhaps unfortunate that such plays are necessarily European and therefore exotic to native thought, but it is hoped that other activities of the pupils and their frequent return to farming and the ordinary vocations of the village will prevent their losing interest in their home and family life.

*Native Administration Schools.*

272. The schools number twelve, as in 1924, but the staff has been increased by five.

School.	Division.	Average Attendance.			Number on Roll at end of School Year.		
		Boys.	Girls.	Total.	Boys.	Girls.	Total.
Bikom ...	Bamenda ...	32	—	32	45	—	45
Bali ...	” ...	63	2	65	68	2	70
Fontem ...	Mamfe ...	36	—	36	42	—	42
Tali ...	” ...	33	—	33	41	—	41
Mfuni ...	” ...	50	—	50	36	—	36
Bajo ...	” ...	26	3	29	27	3	30
Nguti ...	” ...	30	1	31	33	—	33
Elung ...	Kumba ...	87	—	87	97	—	97
Massaka ...	” ...	65	—	65	109	—	109
Lobe ...	” ...	47	—	47	65	—	65
Bimbia ...	Victoria ...	50	11	61	52	14	66
Batoke ...	” ...	25	—	25	36	—	36
		544	17	561	651	19	670
	1924 ...	—	—	526	637	19	656
	Increase ...	—	—	35	14	—	14

273. The figures of attendance are not so satisfactory as for Government Schools. One school in the Victoria Division and the three schools in the Kumba Division show welcome increases, but the schools in the Mamfe and Bamenda Divisions all show a decrease. There is no doubt that the initial enthusiasm for schools, or perhaps for schools that aim at fitting the young for a rural calling, has to some extent worn off. But the lower calibre of the teaching staff is probably also a contributing factor, and, in addition to their modest qualifications, they are for the most part introduced of necessity from Nigeria and are unable to employ the vernacular as a medium of instruction. In the village schools, which, unlike the Government Divisional schools, minister to smaller and for the most part homogeneous areas, it is important to employ the native tongue, as calculated to preserve whatever is good in native customs and ideas. But so far in only two out of the twelve schools is the vernacular used to any extent, and of these two the Bali school, where the vernacular is employed more than in any other, was adjudged by the Inspector of Schools to be the best Native Administration School in the Province. At the same time everything possible is being done to train teachers so that the Native Administration schools may be efficiently staffed. The Mamfe Native Administration, which devotes 20 per cent. of its expenditure to education, employs a native travelling inspector for its five schools.

274. *Mission Schools.*—

Denomination.	Number of Schools.	Average Attendance.			Number on Roll.		
		Boys.	Girls.	Total.	Boys.	Girls.	Total.
Roman Catholic ...	6	362	45	407	440	63	503
Basel Mission ...	114	2,265	172	2,437	2,920	287	3,207
Total ...	120	2,627	217	2,844	3,360	350	3,710

275. The staff of the Roman Catholic Schools is three Europeans, one assistant and thirteen unqualified teachers. The schools are at Sasse, Bonjongo (2), and Soppo in the Victoria Division, and at Kumba and Bikom in the Bamenda Division. The infant school at Sasse has reached the standard required for inclusion on the Assisted List under the Educational Code, but the Mission wishes to remain independent. All the girls (63) are at Bonjongo school, recently opened by the English Nuns. The schools at Kumba and Bonjongo receive annual grants of £30 from the Bamenda and Victoria Native Administrations.

276. The staff of the Basel Mission schools consists of 114 unqualified teachers. They teach the elements of reading, writing and arithmetic in the "vernacular," mostly using the Duala language. Tiko school is the only one that has been

inspected officially. It receives assistance from the Victoria Native Administration in the shape of the salary of a teacher.

277. All these schools were last year classed as hedge schools, but are now re-organised and supervised. Strictly speaking, they are no longer hedge schools. The Roman Catholic Mission have numerous outposts where catechists teach children to read the catechism, but until they are in charge of catechists who have passed standards V. and VI., with certificates signed by an Inspector, no schools will be started. The school at Sasse has been established to train catechists for this purpose.

### XIII. PUBLIC HEALTH.

#### (i) NORTHERN CAMEROONS.

278. It has not been possible to maintain permanent medical stations in the Northern Cameroons. If advice and help are required on medical matters, the Medical Officers at Maiduguri (Bornu Province) and Yola are called upon.

279. Dikwa Division is visited from time to time by the Medical Officer from Maiduguri, who is thus able to inspect the school, prison and other public institutions, and to give advice on sanitation and the treatment of sick people.

280. The Government Hospital at Maiduguri (about fifty miles from Dikwa) is open to patients from Dikwa, who are frequently sent thither by the Sheikh of Dikwa, in serious cases by motor. The treatment is free, and, when necessary, surgical operations are also performed free.

281. At Maiduguri there is also a Women's Lock Hospital, where treatment is given free by the Medical Officer. Poor patients at both hospitals are provided with their food at the Administration's expense.

282. Considerable improvement was effected this year in the control of the flooding which occurs annually in the rains in Dikwa town owing to its situation on an open plain with hardly any slope for natural drainage, and with a sub-soil of impermeable clay. Efforts have been continued to cut channels to drain off the surface water at various points in the town, and to fill up the numerous large pits from which clay has been taken in the past to build houses.

283. Every village headman is responsible for the clean and sanitary condition of his village. Inspection of the villages and instruction to the headman in sanitation are important matters to which the attention of political officers on tour is constantly given.

284. The relapsing fever epidemic (mentioned in last year's report) came to an end in March, and no signs of its recurrence have so far been observed. Should an outbreak become apparent

in any part of the Division, the District Heads have instructions to report it at once to the Sheikh of Dikwa, when immediate steps will be taken to combat it. A supply of the preparation known as "Stovarsol" is kept on hand for distribution in case of a recurrence of the disease. This preparation is administered by the mouth and is simple to use. It will enable treatment in the more remote parts of the Emirate to be given without delay until a Medical Officer can reach the scene of the outbreak to treat cases by injection.

285. Prostitution exists in only some half-dozen of the larger centres of population, where there is a miscellaneous transitory trading population. The matter is not regarded as particularly scandalous by public opinion in this as in any Mohammedan country. Individual women are occasionally punished by the Native Courts, and those found responsible for spreading disease may be sent to the Women's Lock Hospital at Maiduguri.

286. Venereal disease, whilst common, is certainly not on the increase. The more settled conditions of social life have diminished its spread. The natives of the Division have the benefit of free treatment at the Maiduguri General Hospital (for men), and the Lock Hospital (for women).

287. There is a Leper village situated about two miles from Maiduguri in Bornu Emirate. This was established by Government for the sufferers from this disease, and although no compulsion is applied for their segregation, many avail themselves of its benefits. During the year two lepers from Dikwa came of their own accord and applied for, and of course were granted, admission to the settlement.

288. The Village is under the personal supervision of the Medical Officer. Its inhabitants are fed and clothed at the Native Administration's expense, and medical treatment by Moogrol is available for them. The entire village organisation, similar in all respects to that of any other village, is carried on by lepers.

289. Babies born in the village are removed from the risks of contracting the disease and are brought up in a "crèche" in Maiduguri town.

290. No statistics are available to show to what extent the disease is prevalent in Dikwa Division. It appears to be more common amongst the Arabs than amongst other tribes.

291. It has been arranged for one of the pupils from Dikwa attending the Provincial School in Maiduguri to be trained as a dispenser and dresser for service in the Division.

292. In the areas attached to Yola and Muri Provinces the great distances and the backward state of the people make it difficult to do more than take simple measures to prevent the

spread of epidemics. Free medical treatment is always obtainable at Yola, where the Government Medical Officer is stationed and where there is also a well-stocked Native Administration Hospital. Smallpox and cerebro-spinal meningitis made their seasonal appearance, but the epidemics were not severe. The Medical Officer from Yola visited the northern area in order to vaccinate against smallpox.

(ii) CAMEROONS PROVINCE.

293. *Personnel and Hospitals.*—During 1925, there have been three Medical Officers in the area, one at Bamenda, one at Mamfe, and one in charge of Victoria and Buea: they are assisted by 35 natives in various capacities. At the close of the year it was fortunately found possible to station a fourth medical officer at Kumba, with the necessary dispenser and staff. There is a hospital at Victoria with 56 beds, a hospital at Buea with 25 beds, and one each at Mamfe and Bamenda with 20 and 32 beds respectively. A dispensary has been opened at Kumba, and hospital accommodation will follow in due course.

294. In addition to the Government Medical Service, the majority of the German firms who bought the plantations towards the end of 1924, have combined to engage the services of a qualified practitioner for the benefit of their European and Native employees. This gentleman is responsible for the health of some 150 Europeans and 7,000-10,000 natives, scattered over a wide area. The majority of the plantations have small hospitals, generally in the charge of native dressers, but in two or three cases in the charge of European dressers. The medical work done amongst the employees on the plantations and their housing and sanitation are now subject to inspection consequent on a recent Order in Council (No. 22 of 1925 under the Masters' and Servants' Ordinance, Cap. 70, Sec. 33).

295. *Trypanosomiasis.*—There have been only three cases of this disease, all being reported from Tiko. The patients were in the employ of one of the plantations at that place. In one the diagnosis was doubtful, and he is still under observation; in the remaining two, the trypanosomes quickly disappeared from the blood under treatment by Bayer 205, and the men have found work in a non-tsetse area.

296. Both *Glossina Palpalis* and *G. Fusca* have been identified at Tiko, and there have been three or four cases of trypanosomiasis infection reported in horses. The place is visited frequently by the Medical Officer, Victoria, and blood films from any suspicious cases of illness are taken for examination.

297. In the Mamfe Division, although *Glossina Palpalis* is common, no case of sleeping sickness has been reported, and the Medical Officer in charge thinks it probable that none exists. Ikom and Duala seem to be on the main trade route from Mamfe,

and if the disease was introduced, it would probably be from these places.

298. In the Bamenda Division, there was no case of Trypanosomiasis reported. On the whole it seems improbable that the disease exists to any great extent in the Cameroon province, as the mortality of untreated cases is so great that it would be impossible to conceal it.

299. Both in this and previous years in most of the cases of trypanosomiasis which have occurred, the infection has been traced to Fernando Po.

300.—*Tuberculosis*.—Sixty-one cases recorded, with seven deaths. At Mamfe no cases are recorded, though the Medical Officer states that, should the disease gain a footing, the local conditions would in every way favour its propagation. At Victoria and Buea the 27 cases recorded have all been pulmonary. This type of case as a rule comes to the hospital in the last stages of the disease, and dies there. If in the earlier stages, the patient generally leaves the hospital after two or three weeks' treatment, either because the symptoms are relieved and he regards himself as cured, or because, being unrelieved, he regards the treatment as useless: in either case, owing to the dark, dirty and unventilated huts in which they live, such persons become a dangerous focus of infection to the community. The question of compulsory segregation is a very difficult one, but may have to be considered in the future.

301. *Malaria*.—815 cases are recorded, with one death. The four stations under the care of Medical Officers seem to vary very greatly in the incidence of this disease: the smallest number being at Bamenda, where only 54 cases are recorded for the year, and the largest number being at Victoria, where 354 are recorded. It is satisfactory to be able to report that both at Victoria and Mamfe increasing numbers of infants and children are brought to the hospitals for treatment.

302. In a district 30 to 50 miles east of Bamenda, where the Medical Officer found malignant malaria to be prevalent, a supply of quinine sufficient for several months was left with the local chief, with instructions for its use, and the effect on the population is to be noted next March.

303. *Plague*.—No cases of plague have occurred in the Cameroons. Passengers arriving by sea from infected ports are examined by the Medical Officer before landing.

304. *Leprosy*.—Fifty-five cases have been treated during the year: 24 at Victoria, 6 at Buea, 13 at Bamenda and 12 at Mamfe; 24 have been of the anæsthetic type, 31 of the nodular type. They have all been treated by intravenous or intramuscular injections of Moogrol, with marked improvement in

most of them. Contrary to usual experience, it is reported that as a rule the patients, having once started treatment, feel and look so much better that they continue, without inducement or pressure being necessary.

305. The Medical Officers seems to be unanimous in regarding segregation, at present, as a policy of perfection, which, if attempted, would only result in concealment of the disease.

306. *Venereal Disease*.—The percentage of admissions for treatment at the four hospitals for venereal disease as compared with other diseases is a high one, and from this fact, taken in conjunction with other known but unrecorded facts, such as the large number of miscarriages and still births, the number of persons suffering from stricture, gonorrhœal rheumatism, etc., it may safely be concluded that, at any rate in the larger towns, and along the trade routes, both diseases are fairly prevalent.

307. As in other parts of the world, it seems impossible for the African mind to comprehend that although the symptoms have disappeared, the disease and its infectivity still remains; e.g., the average number of injections at Victoria Hospital given for syphilis works out at 2.48 per patient only. What happens is that, the acute symptoms having abated after two or three weeks' treatment, the patient ceases to attend and remains a source of infection.

308. The question of licensing itinerant traders, subject to medical examination, has been considered, but is not deemed to be practicable at present.

309. *Yaws*.—348 cases have been treated—the greatest number being at Mamfe, where there were 197; at Bamenda the Medical Officer states that the disease is endemic, but no figures are given. At Mamfe the Medical Officer says that parents object to children having injections of N.A.B., and refuse treatment. At Victoria, on the contrary, parents bring their children for injection, and of the 98 cases treated there the majority were children. The average number of injections required to effect a cure is 1.48 per patient.

310. *Smallpox*.—There has been no case of smallpox during the year in any of the four areas in the charge of the Medical Officers. Small outbreaks were reported in both the Bamenda and Mamfe divisions, but in each case they turned out to be chickenpox. Satisfactory as this is, it is as well to bear in mind that, even without vaccination, the disease often disappears for a few years, only to return with greater violence later when the number of persons unprotected by previous attacks has increased. It is proposed, therefore, to prosecute vaccination as vigorously as possible. In the Victoria and Buea areas, the people submit without any pressure to vaccination, but in Mamfe it is generally resisted except during periods of epidemic. The work of the

vaccinators is frequently inspected and found to be satisfactory, with a very high proportion of successes.

311. *Filariasis*.—It is well known that infection with Loa-loa is extremely common, especially on the coast line and in the forest areas, but in the open country of Bamenda it is not so frequent. Almost every European who has resided any length of time at Kumba becomes infected with Loa-loa. Elephantiasis is a common disease, and tropical myositis, with deep abscess formation, which is also common, is thought to be due to *Bancrofti*.

312. *Helminthiasis and Ankylostomiasis*.—In the four areas, infection with ascaris is stated by all the Medical Officers to be practically universal; severe forms of broncho-pneumonia and obscure gastric and intestinal troubles frequently clear up under treatment by vermicides. If infection with ascaris lumbricoides does not cause mortality, there is ample evidence to show that at least it is responsible for a large amount of morbidity, chronic debility and ill-health.

313. Ankylostomiasis is stated not to be common at either Mamfe or Bamenda. At Victoria, however, examination of 149 persons showed that 33.5 per cent. were infected. In most of the cases the infection was combined with either ascaris or tricocephalus dispar, or both.

314. *Morbidity and Mortality*.—With the exception of malaria in children, the diseases causing the greatest morbidity and mortality are not tropical diseases, but rather respiratory diseases (bronchitis, broncho-pneumonia, lobar pneumonia), chronic rheumatism or fibrositis and venereal disease. The wet climate, absence of clothing, especially in the high country, and deficiencies of diet are doubtless strong predisposing causes in the first two groups.

315. *Food Habits, Customs, &c., in relation to the Health of the community*:—The majority of the inhabitants in the coast and forest areas are dependent for food for the most part, on the natural but precarious harvest provided by sea, river, forest and shore; their diet consists of plantains, palm oil, beans, green herbs, and coco-yams: there is hardly any corn grown, and the coco-yam is the only staple article of food which is deliberately cultivated: dried fish and meat can be had in the larger towns by those who can afford to buy them: dogs, rats and especially cats are regarded as delicacies. The coco-yam, as a food, is not comparable with either the yam or potato, as its percentage of water is much greater. Probably the deficient diet referred to above accounts for the poor physique and the lack of strength and vitality that are conspicuous in many of the people. In the Bamenda area maize, ground-nuts, guinea corn, and sweet potatoes are much more freely grown, and the appearance of the people is much better.

316. The Permanent Mandates Commission requested information as to the proposals of the Mandatory Power on the

- (a) development of Public Health Work in the territory;
- (b) employment of Midwives and Nurses; and
- (c) Infant Mortality.

317. (a) A scheme embodying a number of simple sanitary rules has been drawn up for the purpose of developing sanitation throughout the Native Administrations. This scheme includes the laying out of towns and villages, the improvement of housing conditions and prevention of overcrowding, the institution of satisfactory methods of disposal of refuse and night-soil, the protection of water and improvement of water-supply, &c.

318. It is only by demonstration and practical application of simple rules and measures which can be readily understood by the native that any progress can be made, and the benefit which will accrue will be a general but, probably, gradual improvement in the sanitary condition of the huts and villages. To inculcate in the minds of the people the importance of sanitation, in addition to propaganda on the lines of the scheme by the Political Officers and Medical Officers, young men nominated by the Native Administrations are trained by the Medical and Sanitary Officers and posted to different districts as Sanitary Inspectors.

319. (b) (1) *Midwives*:—There are no trained African midwives in Nigeria, but two centres for training have already been set up. At Lagos and Abeokuta two Lady Medical Officers, assisted by European Nursing Sisters, have been appointed to establish maternity centres and train African women in midwifery and in the principles of child-welfare. After a period of training some of these will be available for the mandated territory.

The possibility of setting up another such maternity and child-welfare centre in the territory, say at Bali, has been mooted and its practicability will be considered.

320. (b) (2) *Nurses*:—Trained Nurses have been supplied to the mandated territory in greater proportion than to similar provinces in Nigeria. The supply is limited and the supply of suitable candidates more so. The use of temporary nurses with a few months' training has been of great benefit as long as they had direct supervision. A scheme for partially-trained nurses to travel with District Officers on assessment and other tours, with periodical training periods at headquarters, has been devised, and will be given a trial until a better trained staff is available. This scheme was adumbrated in the Report for 1923, where it was proposed to establish small dressing stations, of the nature of "aid-posts," under the direction of the Medical Officers and staffed by natives sufficiently trained to use simple remedies and to advise the local inhabitants in sanitary measures. Provision was made for this scheme in the Native Administration estimates

and so far eight dressers have been trained. They either accompany Political Officers on tour or work under a Native Authority, receiving instructions and equipment from the Medical Officers, and returning at stated intervals for further hospital training. The Divisional Officer, Mamfe, reported that in a period of eight months 2,734 persons received free first-aid attention and that its hearty appreciation in every village visited made it one of the most beneficial forms of expending Native Administration funds. As they gain greater knowledge and experience the dressers will give regular lectures at the Native Authority centres on sanitation and hygiene.

321. (c) *Infantile Mortality*.—This subject is intimately bound up with the questions of sanitation and Public Health, and is one of the most important branches of vital statistics. The progress of an Infant Welfare scheme can only be gauged by the infantile mortality records and it is essential that they should be as correct as possible. Propaganda carried to the houses of the people by African female health visitors with a knowledge of infant welfare work can assist enormously in checking the returns. The infantile mortality is certainly very high, and much can be done to lessen it by instruction of the mothers. For this purpose the training of the African Nurses in midwifery and child welfare will be especially directed to the care of the infant and the causes of the heavy infantile mortality, and how to combat them.

322. The well-known scholar and musician, Dr. Albert Schweitzer, who for the last 11 years had devoted his great gifts to medical missionary work in French Equatorial Africa, visited Nyasosso in the Kumba Division in April, 1924, and is appealing in Europe now for funds to establish a hospital at that place.

### 323. *Rainfall.*

Debunscha	Bamenda	Victoria
343.47 inches	102.28 inches	133.31 inches
8971.5 mm.	2600.4 mm.	3383.4 mm.

91 inches or 2309.6 mm. fell at Hilfert's in August. The rainfall was abnormal not so much in its total fall as in its unequal distribution during the year. The lack of sunshine in June turned what promised to be an exceptional cocoa crop into a low average yield owing to the amount of black-rot. The rains continued much later than usual, and a heavy fall as late as 17th December caused the Mungo to rise a foot.

## XIV. LAND TENURE.

324. Land Tenure in the Northern Cameroons is regulated by the Land and Native Rights Ordinance and has been exhaustively discussed in previous reports. No non-natives have acquired any rights over land in these areas.

325. The British Cameroons Administrative Ordinance (No. 1

of 1925) applied the land laws of the Southern Provinces of Nigeria to the Cameroons Province. The effect of those laws was explained fully in Annexure II to the report for 1922. It should, however, be noted that the Land Registration Ordinance (Chapter 87 of the Laws), which was quoted in paragraph 7 of the Annexure, has been repealed by the Land Registration Ordinance, 1924. Section 14 of the new Ordinance provides that

“ Every Crown grant executed after the commencement of this Ordinance, and every instrument affecting land the subject of a Crown grant or whereby land is granted by a native to a non-native executed after the commencement of this Ordinance shall, so far as it affects any land, be void unless the same is registered within six months from its date (or, in the case of an instrument whereby land is granted by a native to a non-native, from the date on which it receives the Governor's consent) if executed in Nigeria, or twelve months from its date (or, in the case of an instrument whereby land is granted by a native to a non-native, from the date on which it receives the Governor's consent) if executed elsewhere : provided that the registrar may extend such periods whenever he shall be satisfied that registration has been delayed without default or neglect on the part of the person acquiring the right or interest in the lands in question.”

It should also be noted that the expression “ Crown Lands ” as employed in the Cameroons means land vested in the Mandatory Power in its mandatory capacity.

326. The sale of the Plantations by the Custodian of Enemy Property has brought into existence a new class of rights over land, i.e., rights, in most cases amounting to full ownership, possessed by non-natives.

327. An enquiry has recently been held into the extent of the rights over land possessed by the German Government in the Cameroons Province. The question is also under consideration whether as a result of that enquiry the system of land tenure now in force requires modification. No decision had been reached at the close of 1925.

## XV. MORAL, SOCIAL AND MATERIAL WELFARE.

### (i) GENERAL.

328. The policy of the Mandatory Power in furthering the moral, social and material welfare of the natives has been explained in principle and in detail not only in previous reports, but also in the introduction to the present report and in the sections dealing with administrative organisation, liberty of conscience, education, public health, public works, agriculture, etc. Concerning the Northern Cameroons, therefore, nothing need be added to what has been already reported.

329. The following extract from a report by the Resident of the Cameroons Province who has recently been transferred from the Northern Provinces of Nigeria, embodies the impressions of an officer whose experience has hitherto not lain in the mandated territory and who, therefore, has brought a fresh outlook to bear on the problems of the Province :—

“ To a greater degree than is usual in West Africa the Cameroons Province presents a series of widely contrasted types of social development. Scattered through its 18,000 square miles we find a fair sprinkling of educated English speaking men and women of the Christian religion and habitually wearing European clothes. On the other hand there are numbers of communities in the most primitive conditions, each village or clan speaking a different language or dialect from its neighbours, still adhering largely to their belief in fetish, magic and witchcraft, and occasionally, in secret, being guilty of the trial by ordeal, the men wearing few clothes and the women none. Others again, like the Bakossi, the Bali or the Banso are large and important tribes well organised under their chiefs and headmen. The chiefs keep up a considerable state, and they and their principal men are well dressed in robes of locally woven and embroidered clothes. Yet even these keep their wives in complete nudity and it is the women of the tribe who perform all the arduous agricultural work of growing the food crops for the community.

“ Yet in spite of the very primitive characteristics appearing in all these varying communities, one is struck by the wide and continually growing knowledge of the elements of the Christian religion and of the English language. These do not always go together, but it is by the Missionaries that in the past most of the educational work was done. A still more striking contrast with their primitive characteristics is the request so frequently made by chiefs and elders in the Victoria and Kumba Divisions and even further north, for schools and better roads, for more factories and for more Native Courts. These are the main instruments in the moral, social and material welfare of the people, and the requests for more of them show that the development of the people has begun and has made considerable progress. It remains, therefore, to consider whether this progress is satisfactory and in what directions fresh guidance is needed.

“ The Mission influence both in its religious and educational aspects is rapidly making good the ground lost during the war and may be confidently counted as an increasing asset in the advancement of the people. If one may venture a criticism upon the results of such admirable and self-denying work, it is that the African product of the

Mission Schools—and the same remark applies very largely to the Government Schools—becomes too dependent on his European pastors and masters. His ambitions appear to be bounded by a desire to become the salaried clerk, teacher or employee, rather than to win wealth by developing the resources of his people and his country.

“ This tendency to look to the European as the originator of every enterprise is enhanced by the factor which has contributed most to the material development of these territories, viz., the establishment of large plantations and factories on the slopes of the Cameroons Mountains. These large and prosperous European enterprises have offered an opportunity of training and good employment to large numbers of artisans, clerks and overseers, and plenty of candidates have been forthcoming from most of the tribes of the Province. But this plantation industry does not promote the initiative or private enterprise of the African. All available labour was pressed by the late German Government into the service of the plantations, and the African farmer who wished to introduce the profitable new crop of cocoa could expect no encouragement.

“ Lastly, in the sphere of administration the tendency of the late Government was to break up the social organisation of the people and to replace native institutions and the authority of the chiefs by the direct authority of the European Officer of Government. The latter had many African assistants and agents, but they were in the humble position of soldiers, policemen, messengers or clerks. Such chiefs or headmen of villages who continued to hold office did so as mere channels for conveying orders, and it does not appear that any of them were permitted or encouraged to take thought and counsel for the better management of the affairs of their people.

“ In all the above respects the Administration of the mandated territory aims at a fresh orientation of policy. It aims at preserving all the material and moral development of past years, but seeks in addition to eliminate whatever tends to arrest the initiative and enterprise of the Africans and to remove any barriers that have hampered the free exercise of his economic rights and interests, or his participation in the work of Administration.

“ In Education the Territory suffers from having no vernacular language in which elementary instruction can be given. It is not possible to find teachers or books in the innumerable languages and dialects of the different clans and tribes. The nearest approach to a lingua franca is the unsatisfactory medium of pidgin English. It is a heavy handicap to infant minds to be set the task at the outset of

their school career, of learning a foreign language and at the same time of having all instruction imparted to them in that foreign tongue. Every possible effort is made to give explanations, but the result must all too frequently resemble the instruction of a parrot. Whether it is this lack of a mother tongue in which to train the mind, or whether our teachers have in their youth imbibed too limited ambitions, the fact remains that the product of our schools has hardly yet realised that he may absorb all that Europe can teach him and yet be an African with pride in his race, his nationality and his country. It is hoped that the Education Department will be able to show us how the perils of denationalisation of the African may be avoided and how the educated men and women who should become the leaders of their people may be enabled to preserve their interest in African life and their initiative and enterprise in promoting the welfare of their country.

“ In the field of trade and economic development the removal of any form of compulsion or Government assistance in finding labour for the plantations, has already had a considerable effect in developing the initiative and commercial instinct of the people. The number of cocoa farms increases every year, some planted by small peasant proprietors, others run by chiefs or well-to-do natives.

“ The chief of Bakossi, among other enterprises, grows tobacco and manufactures an excellent and well-made cigar. He has also purchased a motor lorry to carry his heavier produce to the factories on the French railway. Further north, in the Mamfe and Bamenda Divisions, many of the more primitive tribes are taking up with vigour the trade in palm kernels and palm oil. These are carried by human transport either westwards to the Factory on the Cross River at Mamfe or eastwards to the factories on the French railway at Nkongsamba. The labour of transport is very heavy, as the roads are hilly and stony. At the factories the European buyers have to deal with each headload separately and purchase it from its owner and transporter. But this is only the beginning, and a change will appear as soon as motor roads can be built and African middlemen and agents of the firms can buy from the producer on the spot and save his long journey to the factory.

“ The development of a wide trade in produce for export will indirectly bring about a change of the most vital character in the moral and social welfare of these people by freeing the women from some part of their present heavy burden of manual labour. It has been stated in earlier reports that the agricultural work of growing all the food

stuffs required by the household falls upon the women in all the tribes of the territory. This is a very heavy and continuous task, and it cannot be doubted that it has deplorable effects on the population by depriving the infants of adequate care and nutrition. In the forest lands the preliminary work of clearing the land is done by the men, but the cultivation of the land is the business of the women. So ingrained is this custom in the social habits of the people that no administrative order will effect a change, and any such order will be resented by the older women as well as by the men. The influence of Christianity and education tends to effect a change, but it is a very slow one, and the reluctance of the parents to permit their daughters to go to school is ascribed to a fear that the educated girl will not take kindly to farm work.

“ The women’s agricultural work is, however, limited solely to the food crops required by the household. They do not grow food for sale and have nothing to do with getting produce for export. This is the men’s work entirely. The cocoa and tobacco crops are planted and cultivated by men, and men only collect and trade in palm kernels and palm oil. Every development of the produce trade means more men being accustomed to hard manual agricultural labour and the transport of loads, and it cannot be doubted that this will relieve the women of some of their burden of farm work, which is a relic of the times when the woman was the farmer and the man the warrior.

“ If it be urged that in developing the commercial enterprise of the African farmer and trader we are setting a limit to the labour that can be given to the profitable exploitation of the large estates owned by Europeans, the answer is that by interesting the whole population in the produce trade, a far greater development will be achieved than by a policy of restricting the African to the rôle of labourer and of preserving to the European the profits of the produce trade. The European planter has brought great benefit to the territory by introducing new crops and better methods of preparing produce. But it is desirable to give him no monopoly and to afford to the African every opportunity of learning and employing similar methods on his own land. The history of the cocoa trade in the Gold Coast Colony and of the ground-nut industry in Kano, Province of Nigeria, are proofs of the vast trade in agricultural produce that can be built up in a few years by purely African growers. It is held further that such industries created by the joint work of Africans as farmers and Europeans as merchants, are the best illustration of what have been described by the author of ‘ The

Dual Mandate' as the true right and *raison d'être* of the European occupation of Tropical Africa.

"To turn now to the sphere of administration, it is in this field of endeavour that the most effective measures can be taken to preserve and develop the character and initiative of the African, to enable him to absorb European education and culture without becoming denationalised, and without losing interest in African life and institutions. Native Administration in the mandated territory as in Nigeria is not merely a method of supporting the authority of native chiefs and institutions and employing Africans in the work of administration. Its aims are far wider, and it is a definite attempt at influencing the moral and social evolution of the African peoples. It is believed that no satisfactory and permanent evolution of a backward race can be achieved unless the instruction given is based on social and cultural institutions inherent in the race. What is savage and inhumane in African custom has been abolished, and what is good in them, such as respect for the elders and obedience to the authority of the chiefs of the clans, is being retained and upheld. By encouraging clan and village councils to exercise some degree of executive autonomy in directing their local affairs, and by instituting Native Courts on which a council of chiefs and elders administer customary law, it is sought to maintain and develop their character and self-respect, and to avoid extreme dependence on the European. By such means alone can we hope to avoid the unfortunate inferiority complex which in other countries has embittered the later relations of Europeans and their subject races, and to build up a form of Government based upon lines indigenous to the race instead of a mere copy of European representative Government which has been developed in conditions totally foreign to African society. The true representatives of the African races are the chiefs and elders of their clans and tribes, and not the few lawyers, doctors, and professional men who in acquiring a European education have absorbed the phrases and ideas of European politics. The politics of European democracies are based on the universal education of the masses and their understanding of a particular form of self-government. Such institutions can have little meaning in tropical Africa for many generations. Whatever may be the final outcome of the present European hegemony of Africa, it is held that the system of native administration not only affords to our African wards the highest immediate benefits, but what is more important, it holds open the door to a free exercise of their choice, whether in due time when they have left the status pupillaris and grown to national majority, they will eventually stand fast by what is best in African institutions

or whether of their own choice they will accept European institutions as the best also for themselves."

(ii) ECONOMIC LIFE OF THE NATIVES OF THE CAMEROONS PROVINCE.

330. The following paragraphs have been written in response to the Permanent Mandate Commission's request for information concerning the economic life of the inhabitants.

331. The economic basis of all the tribes in the Cameroons Province is agriculture, coupled with the exploitation and to some extent haphazard cultivation of the oil palm wherever it will grow. It can be safely said that there is no family in the Cameroons Province which (so long as it remains within its native village) is not engaged to a greater or less extent in farming. Even artisans, Government employees and traders engaged in work within reasonable distance of their homes, contrive to have a farm, and the married man coming from the French side and settling permanently on a Plantation generally has his allotment.

332. The products of the oil palm, which grows more or less prolifically everywhere in the Cameroons Province except in the central portion of the Bamenda Division, are the most important articles of the export trade, and are second only to the staple foodstuffs in importance in the internal trade. The exchange of palm oil and kernels brings the primitive Ngi and Kaka to the big markets of Bali and Bansa, while the external trades in these products, which reaches large though unascertainable dimensions, serves to take the young men abroad to Nkongsamba, Ikom, Victoria and Calabar, opens their minds, increases their families' wealth and does more than anything else to improve the material well-being of the natives of the Province.

333. In the Victoria Division the economic life of the two tribes, Bakweri, and Balong, is almost wholly governed by the Plantations, which occupy nearly half the inhabited area. The natives in the reserves live mainly by cultivating coco yams and plantains, or by working as wage labourers on the Plantations. Their women are born petty traders, and throng to the markets at Victoria, Tiko, Buea, Molyko and Muyuka with yams and other products of their farms. Tiko market is also the centre of a large local trade in dried fish from the Mungo delta. Native trade is almost entirely internal owing to the restriction of the natives to reserves. The exports of native-grown cocoa and of palm products collected by the natives on their reserves is very small.

334. The Bakweri, who form the bulk of the population, do not find work as Plantation farm labourers congenial, preferring peasant proprietorship, but they make good artisans. In

the building of the Clerks' Quarters, for example, at Victoria last year 22 raw natives became proficient masons by practical experience under the Public Works Department.

335. In the Kumba Division the Balundus in the west and the Bakossis in the east are the two chief sources of the supply of farm labourers for the Plantations. The people as a whole are dependent for their livelihood on agriculture and trade in oil palm products. There is a considerable natural wealth in oil palms, so that the people have no difficulty in obtaining their poll tax of 7s by reasonable industry at home. The tribes in the west trade chiefly in palm kernels to the factories of the African and Eastern Trade Corporation at Rio del Ray and of that firm and the Deutsche West Afrikanische Handelgesellschaft at Mbonge on the navigable Meme River. The tribes in the east, especially the Bakossis, take most of their produce to Nkongsamba or Lum on the French Railway, while those in the centre have the choice of going to Mbonge, to the French Railway, or to Mundame which is almost the highest navigable point on the Mungo River. During the ten years of the British trusteeship there has been a remarkable increase in native-grown cocoa, especially in the neighbourhood of Kumba. Some idea of the output can be gained by a glance at the Preventive Service Statistics. The 363 tons of cocoa on which export duty was paid at Mundame and Mbonzi (Ngab) were all produced on native-owned farms in the Kumba Division, and is an increase of 56 tons on last year. In the Bakossi country also there has been a notable increase in the quantity of foodstuffs grown, and the people are becoming prosperous by sending their yams to Lum on the French Railway for subsequent conveyance to Duala. In consequence they are becoming less ready to work as wage-labourers on the Plantations.

336. In the Mamfe Division the present and probably future material well-being of the people is bound up in the oil palm. The western side with Widekum market as its centre is probably as rich as any oil belt in Nigeria, and it is one of the main objects of the Mandatory Power to open up this area by improving the means of communication. The approved scheme is to connect the oil belt with the main trunk motor road system of Nigeria through Ikom to Mamfe, Widekum, and Bamenda, (see paragraph 411). In the meantime the people follow the two main trade routes, which have been to some extent improved, to Mamfe and Ikom on the Cross River, which is navigable for large launches up to Mamfe during three months in the year, and towards the head of the railway at Nkongsamba on the French side. At Mamfe the African and Eastern Trade Corporation in March started buying palm kernels extensively and had bought nearly 600 tons by the end of the year at an average price of £12 a ton, and their action has added consider-

ably to the prosperity of the Division during the past year. A feature of the year has been the appearance at Mamfe of large numbers of natives from the primitive hill villages of the Menka District and beyond with palm produce for sale. They came to buy principally tobacco, machets, cloth and salt. Cottons and hardware are spreading and south of the river there is now hardly a village without one or two resident native traders. In the north, imported goods are less conspicuous, but singlets and loin cloths are more common than they were a year ago. Most of the palm kernel trade is carried on by the young men and is the chief means by which they win their tax and earn enough money to pay the dowry for a wife.

337. But although the palm produce trade is the principal means of obtaining money, and consequently of raising the standard of living, it must not be forgotten that there is not a family which is not engaged in agriculture. The foodstuffs grown are yams, coco yams, maize, ground-nuts and beans, but, while there is a considerable internal trade in these commodities, there is little surplus for export. The thickly afforested country does not encourage the farmer to break much more ground than is sufficient for the subsistence of himself and his family.

338. In the Bamenda Division the character of the country is widely different from that of the other three Divisions, which lie within the forest belt. For the most part this Division consists of open uplands broken by mountain ranges. On these mountain ranges graze vast herds of cattle owned by Fulani from the North. These cattle owners have for the most part entered the territory since the beginning of the British regime, and have obtained permission from the villages to pasture their cattle on their land. The herds have not yet been accurately assessed, but the number (12,000) on which jangali is paid is a very conservative estimate. Many of the cattle find their way to Duala, Calabar, and Victoria markets, but the distance and difficulty of communication, except to the first, are great handicaps to the development of the meat trade.

339. The afforested area of the west and the north-west is rich in oil palms and the produce is taken towards the Cross River, or towards the Benue, or south to the French Railway. Efforts to open up the Benue route via Katsena Ala and Ibi have been made this year.

340. The central part of the Division is the most fertile and produces considerable quantities of foodstuffs; in particular maize, guinea-corn, ground-nuts, coco yams, and plantains are grown for sale, especially to buy palm oil and kernels from the western border tribes. In the east, on the higher Bansa plateau the kola grows well and within the last five years a brisk trade in kola towards Ibi and Yola has sprung up and is steadily in-

creasing. In December kola reached the unusually high price locally of 25s. per 1,000.

341. Ground-nuts are widely cultivated and carried even as far as Victoria market, over 150 miles. European potatoes were introduced by the Germans and are to be seen in the villages in the neighbourhood of the station. Fair quantities are carried by natives for sale at Ikom (160 miles) whence they are sent down river, but the distance from markets where there are many Europeans discourages any extensive development of potato cultivation. Very many natives gain a livelihood by trade in live-stock, particularly goats, sheep and pigs, which are driven even as far as Calabar.

342. Constant travelling by Political Officers during the last few years has done very much to open up trade within and without the Division. Even remote Kaka in the east, which until recently was ineffectively administered and enjoyed a bad reputation, is becoming accessible to traders from without and yielding to the incentive to exchange their products for manufactured goods.

343. Perhaps the strongest proof that the Bamenda Division has prospered during 1925 is that in spite of the removal of the troops in December 1924, who used to spend yearly a great deal of money in the Division and thus helped the people to find cash for payment of their tax, the people paid their tax as quickly and apparently as easily as before, and in addition nearly £2,000 (two thousand) more which became due from them as the result of a more accurate census.

(iii) OBSERVATIONS ON SIR FREDERICK LUGARD'S MEMORANDUM (C.P.M. 275 of 19th September, 1925) ON ECONOMIC DEVELOPMENT VIS-À-VIS THE WELL-BEING OF THE NATIVES IN MANDATED TERRITORY.

344. With reference to the above memorandum by Sir Frederick Lugard the following views are submitted:—

(a) The statistics of population that have so far been collected by the administrative staff, though more than usually elaborate for so undeveloped a territory, are not yet sufficiently exhaustive or continuous to enable final conclusions to be formed regarding the increase or decrease of the population of the Cameroons Province or any of its divisions. But if exact data are lacking, in the opinion of those natives and others best qualified to judge, the Bakweri tribe in the Victoria Division, which more than any other is affected by wage labour, is on the decline. The chief reason for this seems to be the moral laxity of the women occasioned by the presence of a large number of bachelor wage-labourers freed from tribal restraints and in constant receipt of

ready money. In pre-European days the chastity of the women was in large measure safe-guarded by the severity of the punishments awarded for adultery, it being common for a man to be sold as a slave for this offence. But the relaxation of these harsh forms of punishment coupled with the constant exposure to temptation has changed the moral character of the Bakweri woman, so that she has now earned a reputation for sexual licence. This does not take the form so much of promiscuous prostitution as of temporary unions, and there are now many young women who ought to be married and the mothers of several children, but who prefer illicit intimacy. This sexual freedom has undoubtedly increased the spread of venereal disease and caused a decline in the birth-rate. In the 1923 Report it was said that syphilis and gonorrhœa were very prevalent in the southern parts of the Cameroons Province on the plantations and the seaboard, a statement based on the number of cases treated in the hospitals. And this number was by no means exhaustive, as there are many persons suffering from the disease who from shame and other reasons do not come to the notice of the medical authorities. In these cases the disease is not eradicated from their systems with consequent dire effects on the fertility of the women and hereditary taint in the few children that are born of them. It is roughly estimated that not more than ten per cent. of the Bakweri women nowadays have five or six children, whereas in pre-European days such a number for a woman was common. And the children that are born to-day are not healthy enough, but succumb too easily to disease. Infant mortality, it is true, is very high all over the province and is partly due to such diseases as malaria and pneumonia and partly to ignorance of infant feeding. But in the Victoria Division birth from diseased stocks must also be a contributory cause of infant mortality. In the past the Bakweris were said to be a big and virile people, whereas now they are a by-word for laziness and lack of stamina, and their physical deterioration may be primarily ascribed to a general weakening of the tribal stock by venereal disease occasioned by the presence among them of an army of wage-labourers.

There is no evidence to show that the consumption of alcohol has increased mortality or contributed to the decline of the Bakweri tribe. As a race they are not addicted to drunkenness on native liquor nor do they appear to have indulged much in the consumption of imported spirits, which have had such disastrous effects elsewhere.

As to the wage-labour itself in the Victoria Division the mortality among the labourers is probably less than it is in their own villages, because they are mostly young men, who are housed and fed well and in addition have far more opportunities of obtaining medical treatment when they are ill than the people

in the villages. The few statistics obtained support this contention. The death rate on the plantations is low at the present time, and is likely to remain so as long as the principles of voluntary labour and adequate inspection are maintained. Under the Germans, when forced labour was the rule, the death-rate was alarmingly high, and a return to any form of compulsion is for that reason to be strongly deprecated. Change of climate does not seem to have any adverse effect provided that the labourer feels himself a free agent, while the food supplied is for the most part what he has been accustomed to eat. At the same time if the concentration of a large number of wage-labourers in a comparatively small area such as the Victoria Division has been prejudicial to the health and fertility of the Bakweri women owing to the resulting sexual licence, the reaction on the labourers themselves will also be injurious, and the ill effects sooner or later will be communicated to those inland tribes from which the labourers for the most part emanate. It may be added that the owners of the larger plantations give encouragement to wage-labourers to bring their wives and children and supply free rations for them, and this policy, if persisted in, should do something to alleviate the evils of large batchelor wage-labourer camps.

(b) While, then, wage-labour on a large scale for European enterprise and detached from their community may be said to be a contributory cause of mortality, it is perhaps untrue to say that as yet the demand for wage-labour outruns the capacity of the people of the Cameroons Province to stand the strain. At the same time it may be confidently asserted that the scope for alien enterprise already afforded by the alienation of very large tracts of land is more than sufficient for many years to come and that a check should now be put on any further expansion of the concessionaire system in the Cameroons Province. When it is seen that of the 257,000 acres alienated only about 46,000 are so far cultivated it can be roughly gauged how many more labourers than the average number of 12,000 already employed will be required for their full development. The wage-labour problem has so far been solved with some success, but there are signs that the demand may quickly outrun the supply. Prudence, therefore, requires that further alienation of land to alien concessionaires for agricultural and industrial undertakings that need large numbers of wage-labourers should be very carefully restricted.

(c) As to the other causes apart from wage-labour that lead to a decline in the population, infant mortality has already been referred to. The following figures taken from assessment reports of political officers in different parts of the Province are illuminating, and, if not exact, are probably very near to the truth.

## MAMFE DIVISION.

	Women.	Total children born.	Total dead.	Under 1 year.	Under 10 years.	Before Puberty.
Asumbo ...	571	1,018	468	367 (36 per cent.)	468 (46 per cent.)	—
Anyang ...	198	567	—	40 per cent.	66 per cent.	—
Manta ...	—	—	—	—	76 per cent.	—
Bangwa ...	1,000	2,137	927	551 (25 per cent.)	927 (43 per cent.)	—
Nkongwa ...	850	1,641	789	—	—	789
Mangew ...	427	797	483	352 (44 per cent.)	—	(48 per cent.) 483 (60 per cent.)

## BAMENDA DIVISION.

Bali ...	13	54	31	—	29 (53 per cent.)	—
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Infant mortality is a social problem of motherhood rather than a medical problem of infancy, and progress in this direction can only come slowly, by improving the material condition of the people in general, raising the woman from her depressed state, and by extending the facilities for education. The outlook of the people generally must be widened and a brighter future offered them. To return to the Bakweri tribe, there is no doubt that their relegation to reserves has to a large extent made them lose interest in life, as is demonstrated by the dilapidated state of their houses, and their neglect of most sanitary measures in spite of years of culture contact with Europeans. Even if the land allotted to them appears large enough for their needs, it is invariably not fertile, for the best land has been apportioned to aliens. Nor is it surprising that interest in life has been lost when they have seen their native organisation and institutions ruthlessly broken up to make way for foreign ideas and enterprise. While then it is not argued that the Bakweris would have cultivated the land in as scientific a manner and to such quick profit as it has been by European capitalists, there is little doubt that they would have been healthier and happier people if there had been no large alienation of land but a policy of promoting production by the native himself on his own land, as has been followed with such excellent results in the Gold Coast. The development would have been slower, but it would have been surer, and it would have been possible to have maintained the frame-work of the native system of government and preserved for the people that racial pride and self-respect which they have now to a large extent lost.

(d) For a scientific study of the question of depopulation, the first essential is an accurate and continuous record of births and deaths, but for an economic survey of the limits within which it is at present advisable to encourage alien enterprise, a yearly census of the adult males such as the tax records contain should be adequate for the purpose. In this connection the recent Report of the Belgian Labour Commission on the Congo is

instructive. The Commission held that whereas any estimate of the number of workers that can be taken away from the tribe without injury to tribal life can only be a general indication, varying in its application according to circumstances, it is possible to start with a figure which can be regarded as safe in all circumstances. This they fix at 5 per cent. of the adult males in good health, or  $1\frac{1}{4}$  per cent. of the whole population. If the work does not involve a journey of more than ten days from home and does not necessitate a prolonged break with family life, the number may be safely increased to 10 per cent. of the adult healthy males. For services like portage and the picking of crops, which do not interfere with tribal life and responsibilities, the figure may be as high as 15 per cent. Any community in which the local demands reach the above figure ought to be exempt from any levy for work at a greater distance. The only possible exception is in the case of public works of extreme urgency. For this every effort should be made to secure labour from areas where there is little or no local demand, but if this proves impossible, employers must be asked, in the public interest, to accept the temporary inconvenience of a reduced labour supply.

345. A continuous policy of education, the adoption by the natives of labour-saving methods and their growth in efficiency would make it possible to draw progressively on larger numbers without destroying the equilibrium of tribal life. It may be possible as the result of education gradually to increase the number that can be safely called upon to 25 per cent. of the adult healthy males, or a little over 6 per cent. of the entire population.

346. To apply these principles to this Province we find that already 47 per cent. of the land in the Victoria Division, exclusive of the uninhabited mountain area, and 2.2 per cent. of the Kumba Division, has been alienated for European private enterprise, or 403 square miles out of a total of 5,222 square miles, whereas the total indigenous male population of these areas is only 22,000, exclusive of the Plantation labourers. The Belgian Commission took 10 per cent. of the total 25 per cent. as the limit for private enterprise, which gives 2,200 adult males to be drawn from these two divisions. All labourers in excess of that figure must come from places involving a journey of more than two days from home, which necessitates a prolonged break with family life. The latest returns of wage labourers on the Plantations show 12,000 in round figures, which would be 54 per cent. of the adult males in the neighbourhood, or 27 per cent. more than the absolute maximum fixed by the Commission for all alien enterprise, public or private. This figure of 12,000 is 10 per cent. of the total adult male population of the Province (121,891), of whom some 88,000 live more than 200 miles from the centre of

the Plantation industry. No further argument, therefore, is needed to show that the field for European plantation enterprise has already reached its limits in the Cameroons Province. A further precautionary note should be sounded. Whereas in the Belgian report there appears the underlying assumption that it is the Government's duty to recruit labour for private enterprise up to 10 per cent. of the healthy adult males, no such conception is held by the Government in the Cameroons Province which does not contemplate any but voluntary labour for private enterprise.

347. In order to study the causes which make for an increase or decrease in the population an attempt will be made in 1926 to compile regular statistics of births and deaths in a portion of the Victoria Division, but the former will present great difficulties.

## XVI. PUBLIC FINANCES.

### (i) GOVERNMENT FINANCES.

348. Government revenue and expenditure are shown in Appendix I. The method of presenting the accounts is the same as that adopted last year in order to meet the wishes of the Permanent Mandates Commission. The method in question consists of a combination of (a) revenue actually collected and expenditure actually incurred in the mandated territory, and (b) a proportion of other items common to Nigeria and the Cameroons. The proportional figures are based on the ratio of the population of the Cameroons to the aggregate population of Nigeria plus Cameroons. The ratio for 1925 is represented by the fraction  $\frac{2}{37}$ , for items common to the whole of Nigeria and the Cameroons. For certain items confined to the Northern Provinces of Nigeria and the Northern Cameroons the ratio is  $\frac{1}{38}$ .

349. There are, of course, numerous items of revenue and expenditure which can be stated without recourse to the proportional method. Thus, for direct taxation, licences, rents, fees and fines it is not necessary to go beyond the figures of actual collection. On the other hand, in such cases as contributions to the Widows' and Orphans' Pensions Scheme, and Currency Board Profits, no actual figures exist. The proportional figures are therefore given.

350. For the reasons stated in paragraph 224 of the Report for 1924 the mandated territory has been credited with twice the amount of the export duties actually collected within the territory. As regards exports, investigation has shown an increase in the dutiable goods exported by exits other than Victoria. Accordingly revenue has been credited with the import duties actually collected by the Cameroons Customs authorities plus an addition of 25 per cent.

351. On the expenditure side the Cameroons has been debited with two fifty-sevenths of the Governor's and Lieutenant-Governor's salaries, etc., and the cost of the Secretariats. In the case of the departments (e.g., the Medical, Posts and Telegraphs, Marine, Public Works Department, etc.), which are represented in the Cameroons, the actual local disbursements are shown, and, in addition, a proportion of the expenses of the headquarters office in Lagos.

352. Where a department has no representative in the Cameroons, but is charged with the supervision of some branch of Cameroons affairs, the mandated territory has been charged with two fifty-sevenths of the cost of maintaining the department. Examples are the Treasury, Audit, Legal and Judicial departments. The same proportion of the cost of the Nigeria Regiment has also been charged, the assumption being that the Cameroons ought properly to be regarded as deriving a proportionate benefit from the general military dispositions of the West African Frontier Force.

353. The cost of the administration of the Cameroons from 1916 to 1925 is arrived at as follows:—

Deficit up to 31st March (page 59 of 1923 Report) calculated on basis of actual revenue and expenditure ... ..	£	179,809
Deficit for 1924 on basis of actual and propor- tional revenue and expenditure... ..		53,335
Deficit for 1925 ditto ... ..		58,201
Total deficit ... ..		<u>£291,345</u>

(ii) NATIVE TREASURIES.

354. The financial statements of the various Native Treasuries are shown in Appendix II.

355. With the exception of Dikwa (see paragraph 357) all the Native Administrations receive 50 per cent. of the proceeds of direct taxation and the whole of Native Court fees and fines.

356. Any credit balance at the end of the year's operations remains to the credit of the Native Administration concerned and is carried forward to increase the surplus funds.

(a) Northern Cameroons.

357. *Dikwa*.—It is to be noted that the share of the revenue derived from direct taxes which is allotted to the Native Administration is 75 per cent. This is done in order to enable the administration to carry out efficiently the numerous duties undertaken by it, and also to ensure that the chiefs in the Emirate should suffer no pecuniary loss on the substitution, at

the commencement of the administration under the Mandate, of a system of regular salaries in lieu of incomes previously derived from a number of different sources, such as the sale of offices and irregular taxes, which have since been abolished.

358. It has been explained in previous reports that the revenue derived from taxation under the unreformed system of administration prior to 1920 was, there is every reason to believe, higher than it is at present. Of this the Sheikh took all except about £700 per annum. From this income the chiefs in the Emirate received shares which in the case of office-holders were eked out by perquisites pertaining to their offices as absentee landlords. The revenue from the Law Courts also belonged to the Sheikh, and out of it he supported the "Mallams." No accounts were kept, nor was there anything of such a rigid nature as a salary.

359. One of the first reforms to be introduced by the Mandatory Power was the establishment of a Native Treasury and its organisation on orderly lines. The high degree of efficiency attained by this Department in a little more than four years is one of the most striking features of the administration. It was fortunate to find in the accountant, a former confidential scribe to the Sheikh, a man who has shown remarkable aptitude for grasping the details of what even now is a new system to him as to all the Dikwa chiefs, and the bookwork at the Native Administration Treasury is of a high quality.

360. Estimates of revenue and of expenditure are made out annually by the Sheikh-in-Council in consultation with the District Officer. The system of making payments from the Native Treasury was described in the 1924 Report. The essential feature of the system is that no payment can be made from the Treasury except on a voucher to which the Sheikh affixes his seal to show his approval of the expenditure. This voucher constitutes the Treasurer's authority to make the payment, and is filed by the Accountant in support of his entries in his books.

361. The Treasury books are regularly examined by the Political Officer, and the cash balance checked by him. At the conclusion of each month the officer scrutinises and discusses with the Sheikh-in-Council the Emirate's finances as disclosed by a schedule which is prepared by the Treasury Accountant from his Vote Service Ledger for the information of the Political Officer and the Council. The schedule shows the amount expended from each head in the estimates during the month, and the balance remaining under each allocation.

362. It will be seen from the foregoing description of the organisation of the Native Treasury that, while the Sheikh exercises control, within limits, of the finances of the Emirate,

the supervision of the books by the Political Officer and his periodical checks of the cash enable him to prevent extravagance in expenditure and to detect any fraud or mistake in accounting that may occur.

363. The balance in the Native Treasury has increased from £3,500 on 31st March, 1924 to nearly £4,300 at the end of March, 1925. It is still, however, much less than the circumstances pertaining to the Division require. The taxation work in the Emirate would be most easily and accurately carried out if it could all be deferred until August or September. It is not until then that many of the farmers on the black cotton-soil swamps in the eastern districts return with their cattle from upland grazing grounds to their farm town where it is most convenient for them to be assessed. To be able to postpone taxation work until so late in the year necessitates a sufficiently large balance being kept on hand in the Treasury to carry on the ordinary services until taxes begin to come in. The present balance is barely sufficient for this purpose. It is necessary, too, to provide against such a contingency as famine when remission of taxes would have to be made. It would be provident for the administration to set aside the equivalent of half a year's revenue to meet such an event. When the balance in the Treasury is sufficient to cover these particular needs of the Emirate, any surplus of revenue over expenditure can be spent on additional public works.

364. The financial operations of the Native Administration of (i) the Adamawa Districts, (ii) Grumpao and Yebbi, (iii) Gashaka are conducted by the Native Treasuries of Yola, Numan and Muri respectively.

(b) *Cameroons Provinces.*

365. The Permanent Mandates Commission wished to know in what way it is proposed to utilise the comparatively large credit balances which in several cases have been carried over from one year to the next.

These balances on 31st March, 1925, were :—

	£
Bamenda ... ..	3,284
Kumba ... ..	3,627
Mamfe ... ..	3,033
Victoria ... ..	2,776

These Native Treasuries are yet in their infancy, having been established on their present basis in 1922. It has been thought wise therefore to follow a conservative financial policy. The money will eventually be devoted to capital works in the areas from which the money is derived and, in particular, to roads and bridges, court houses, and schools.

366. The control of the finances of the Native Administrations is still for the most part in the hands of the District Officers, but at Victoria where an educated and intelligent native is District Head the Native Administration budget is framed in collaboration with him, and at Mamfe the periodical District meetings of the Clan Heads and Presidents of Courts afford opportunity for the discussion of all financial and administrative questions. The object in view is so to train the chiefs and officials of the Native Administration that in time to come they will be able to draw up the annual budgets themselves and submit them for discussion with the District Officer. Greater responsibility also will be progressively given them in the actual custody of the cash. At present the Native Authorities have charge of not more than a month's revenue at a time, from which they make the monthly payments of salaries. At Victoria the Native Administration has a banking account and the cheques are signed by the District Head and the District Officer.

(iii) DIRECT TAXATION.

(a) Northern Cameroons.

367. *Dikwa*.—Taxes, here as elsewhere levied under the Native Revenue Ordinance, consist of a General Tax and a Cattle Tax. The former corresponds to the old "Binimram" which was collected by the fief-holders prior to *Dikwa's* administration under the Mandate. As now organised it has become a graduated income tax. The cattle tax is at the rate of 1s. 6d. per head of cattle.

368. As the first step in the assessment of the General Tax a census is made in each village area or parish of the population, livestock, irrigated and other special crop farms and the number of persons engaged in trade and industries. The statistics are collected by the village headman working under the supervision of his district chief, and are recorded by a staff of trained scribes. From these figures in comparison with those for previous years the General Tax of a village area is assessed as a lump sum by the Sheikh-in-Council in collaboration with the Political Officer. Each village headman with its committee of "Elders" is called before the Sheikh and Council in order that they may have an opportunity of stating any peculiar incidents which may have taken place during the year, or any special conditions which may exist in their village to justify an alteration in the assessment.

369. When the General Tax of a village has been decided, the headman and "Elders" return to the village with the register and one of the assessment scribes, and apportion the General Tax amongst the population of the village according to the wealth of the individual. Should any man consider that his assessment is unfair he has the right and facilities to appeal to his district headman, the Sheikh or the Political Officer, and any complaints of this kind are thoroughly investigated.

370. Collection of the tax is done by the village headman or under the headman's supervision, and the latter is responsible for forwarding the cash to Dikwa together with the village register for checking.

371. The system described above presents, it will be seen, many facilities both for educating the chiefs and for developing the corporate life of the villages. It is not, it will be readily understood, applicable to the hill pagans amongst whom a system of village organisation is only now being developed. They have this year paid tax for the first time under the Mandatory Power. This was assessed and collected as a compound tax at the low rate of 2s. per compound. No tax was levied on the cattle owned by the hill tribes.

372. To the Political Officer assessment work means not only a computation of the taxes, but a thorough investigation of the history of each village, its topography, the language and customs of its inhabitants and their tribal and social institutions. In the course of this work the officer is brought into close touch with peasantry and is afforded an unique opportunity for collecting information on all subjects which may in future influence the administrative organisation.

373. The incidence of General Tax for 1925 was as follows :—

	s.	d.
Per Adult Male ... ..	5	6.1
Per Adult Male and Female ... ..	2	3.7
Per Head of Population ... ..	1	7.4

These incidences are calculated on the tax and population figures of the whole Division excluding the hill pagans. The yield of General Tax at 2s. per compound from the hill tribes was just under £750. Their estimated population is 50,000.

374. *Adamawa District*.—Amongst the more advanced elements of the population, principally the Moslem Sections, an income tax similar in incidence to that paid by the neighbouring population in Districts of Yola Province is paid. The more backward pagan population still pay a capitation tax. This is often almost a nominal tax, but every known village pays something. Amongst the Moslems the average incidence of the tax is 6s. per adult male and 3s. per adult male and female; and amongst the pagans the tax varies from 6d. to 3s. per adult male and from 3d. to 2s. per adult female.

375. There is a small tax upon live stock in the more advanced communities. Cattle owners all pay an annual cattle tax of 2s. per head of cattle owned.

376. *Grumpao and Yebbi*.—The people pay a poll tax based on an estimate of the average income of the individual. The assessment for 1925–26 was (a) Grumpao £217, (b) Yebbi £55 19s.

377. *Gashaka*.—Direct Taxes are assessed by the District Officer in consultation with the chief and elders. At present the Tax is levied on a Capitation basis both in the Gashaka and pagan Mambila areas. Cattle Tax is paid at the rate of 2s. per head of cattle.

(b) *Cameroons Province*.

378. The flat rates in the Victoria, Kumba and Mamfe Division remain the same as in 1924. In the Bamenda Division the rate for two tribes has been increased by 6d. to 4s., while for the rest the former rates, varying from 1s. to 3s. 6d., have not changed. Any increase in the yield from direct tax is due to a closer census of the taxable males and not to a rise in the rate.

379. A simple form of income tax for those on salaries has been introduced in the Victoria and Kumba Divisions this year varying from 10s. on a salary of £24 per annum to 25s. on a salary of £96 per annum and over. It has been collected without difficulty.

380. On the Plantations the employers collect the tax by deduction from the labourers' wages, usually in two-monthly instalments. The labourers have been accustomed to this system for several years, which works satisfactorily. Each taxable male receives a metal disc numbered and dated.

381. The incidence of the Poll Tax in the Cameroons Province was as follows:—

	<i>Per adult Male.</i>	<i>Per adult Male &amp; Female.</i>	<i>Per head of Total Population.</i>
	s. d.	s. d.	s. d.
Victoria Division ...	6 11	3 8	2 10
Kumba Division ...	8 10	3 5	2 2
Mamfe Division ...	5 8	2 7	1 9
Bamenda Division ...	2 1	1 0	7

XVII. POPULATION STATISTICS.

382. The population figures for 1924, as stated in the last report, were as follows:—

	<i>Adult Males.</i>	<i>Adult Females.</i>	<i>Children.</i>	<i>Total.</i>
Dikwa ...	50,864	70,091	64,596	185,551
Adamawa District, } Grumpao & Yebbi. }	34,385	39,493	33,252	107,130
Gashaka ...	3,597	3,299	2,419	9,315
Total, Northern Cameroons. ...	88,846	112,883	100,267	301,996

*Cameroons Province :—*

	<i>Adult Males.</i>	<i>Adult Females.</i>	<i>Children.</i>	<i>Total.</i>
Bamenda ... ..	63,431	73,186	61,255	197,872
Mamfe ... ..	19,615	22,761	19,793	62,169
Kumba ... ..	18,206	24,415	24,401	67,022
Victoria ... ..	14,920	9,287	6,758	30,965
<b>Total, Cameroons Province ... ..</b>	<b>116,172</b>	<b>129,649</b>	<b>112,207</b>	<b>358,028</b>
<b>Grand Total, British Cameroons.</b>	<b>205,018</b>	<b>242,532</b>	<b>212,474</b>	<b>660,024</b>

383. The figures for 1925 are as follows :—

*Northern Cameroons :—*

Dikwa ... ..	50,106	69,894	57,796	177,796
Adamawa Districts	33,306	38,612	31,912	103,830
Grumpao & Yebbi	1,832	1,863	1,875	5,570
Gashaka ... ..	3,597	3,299	2,419	9,315
<b>Total, Northern Cameroons... ..</b>	<b>88,841</b>	<b>113,668</b>	<b>94,002</b>	<b>296,511</b>

*Cameroons Province :—*

Bamenda ... ..	68,748	80,507	73,399	222,654
Kumba ... ..	18,206	24,415	24,401	67,022
Mamfe ... ..	19,216	23,366	20,363	62,945
Victoria ... ..	15,721	13,531	8,991	38,243
<b>Total, Cameroons Province ... ..</b>	<b>121,891</b>	<b>141,819</b>	<b>127,154</b>	<b>390,864</b>
<b>Grand Total British Cameroons</b>	<b>210,732</b>	<b>255,487</b>	<b>221,156</b>	<b>687,375</b>

384. The decrease in the aggregate population of Dikwa is mainly due to the epidemic of relapsing fever (see paragraph 284). The decrease in the number of children, too, is more apparent than real for the reasons below :—

- (a) Youths of 16 and over, and girls of 18 who, though possessing their own means of livelihood, had previously been registered as " children," were this year correctly shown as adults.
- (b) In the hill settlements, closer observation during the year has indicated that the estimate previously adopted for the population in the hills put the proportion of children to adults too high : and this has been adjusted in this year's estimate.

385. As stated in previous reports, vital statistics of primitive pagans can only be regarded as approximate. Enquiries on this subject are frequently resented, and the disclosure of the number of children is considered to be unlucky.

386. The increases in the Bamenda, Mamfe and Victoria Divisions of the Cameroons Province are due to more accurate enumeration as the result of Assessment Reports (see paragraph 95 of 1924 Report). The excess of males over females in the Victoria Division is attributable to the large number of labourers on the Plantations. The large excess of females over males in the other Divisions is in part due to the girls marrying at an early age and being then treated as adult females for statistical purposes, and in part due to suppression of the true numbers of males who should pay tax, and to excess of deaths or migration among the males; for it is generally accepted that in no race in the world does the female birth-rate exceed the male. In consequence, therefore, as has been borne out by statistics collected, polygamy is the privilege of the few at the expense of many celibates. The marriage statistics at the largest native town, Bali, were as follows:—

Number of adult males with no wives				
do.	do. one	wife	...	460
do.	do. two	wives	...	690
do.	do. three	do.	...	350
do.	do. four	do.	...	146
do.	do. five	do.	...	76
do.	do. six	do.	...	22
do.	do. seven	do.	...	28
do.	do. eight	do.	...	6
do.	do. nine	do.	...	8
do.	do. ten	do.	...	4
do.	do. twelve	do.	...	7
do.	do. thirteen	do.	...	6
do.	do. fifteen	do.	...	1
do.	do. sixteen	do.	...	1
do.	do. eighteen	do.	...	2
do.	do. twenty	do.	...	1
do.	do. twenty-two	do.	...	2
do.	do. twenty-five	do.	...	1
do.	do. ninety-nine	do.	...	1

This means a total of 1,813 male adults to 2,958 females, of whom some were more in the nature of aged dependents than wives and others quite young girls. The complete accuracy of the figures is not vouched for, but they are sufficiently exact for the purpose of observing the working of polygamy among pagans. Bali may be taken as an extreme example. They are, as a whole, the wealthiest and therefore most uxorious of the tribes in the Cameroons Province. Next year it is hoped to give further examples to illustrate an important social problem.

387. There has been no emigration from the Province during the year, but a number of Bamum people have crossed over to the Bamenda Division, and a whole Elung village of some 600 has crossed into the Kumba Division.

388. The total number of Europeans in the British Cameroons is 183, of whom 131 are non-official males and 24, including five children, are females. The nationalities are 52 British, 125 German, 3 Swiss, 2 Dutch, and 1 Russian. There are no non-officials or European women in the Northern Cameroons.

#### Livestock.

389. The following are some live-stock figures, but they are not complete.

	Stallions.	Mares.	Cattle.	Sheep.	Goats.	Donkeys.
Dikwa (excluding hills) ...	1,666	4,719	54,797	17,939	46,063	11,044
Adamawa Districts ...	596	611	34,504	16,091	48,464	3,027

#### XVIII. CUSTOMS.

390. The figures relating to the import trade of the port of Victoria are :—

	1923.	1924.	1925.
Value ...	57,869	45,945	235,260
Duty collected ...	9,234	8,546	20,379

The principal articles of import were :—

##### *Class I—Food, Drink, and Tobacco.*

		1923.	1924.	1925.
Ale, beer, &c. ...	gals.	3,108	4,356	10,481
Cigars & cigarettes	100's.	6,319	2,348	5,308
Fish ...	lb.	123,424	300,917	674,520
Flour ...	cwt.	445	958	360
Gin ...	gals.	379	1,025	812
Rice ...	cwt.	2,524	3,123	20,095
Salt ...	"	3,072	3,892	5,298
Sugar ...	"	180	596	314
Tea ...	lb.	1,485	716	1,416
Tobacco ...	"	21,134	12,231	33,446
Wines ...	gals.	814	938	1,496
Whisky ...	"	593	728	383

##### *Class II.—Raw Materials and Articles Mainly Unmanufactured.*

		1923.	1924.	1925.
Kerosene	gals.	19,938	22,412	35,865

*Class III.—Articles Wholly or Mainly Manufactured.*

		1923.	1924.	1925.
Bags and sacks. ...	Nos.	3,175	3,104	65,073
Cotton piece-goods	lb.	49,150	30,101	112,783
Matches ... ..	gr. bxs.	1,431	585	2,623
Motor spirit ... ..	gals.	9,708	7,197	35,732
Soap ... ..	cwt.	549	479	785
Umbrellas ... ..	No.	451	338	3,971

391. It will be observed that, as compared with the previous year, large increases have taken place in certain imported articles, the explanation for which is to be found in the requirements of the Plantations under German management. So far as the total value of the imports is concerned, the increase is accounted for by the large quantity of machinery, railway and building material and other plant, launches, lighters, etc., imported in connection with the working of those Plantations. The method adopted in paying labour, by which a proportion of the wages is paid in foodstuffs and clothing, accounts for the increases in fish (dried), rice and cotton piece-goods. The increase in beer is no doubt due to the increased European population, while the increases in cigars and cigarettes, salt and tobacco are the result of a return to comparative prosperity. Generally speaking, trade in the southern part of the country has begun to develop rather more rapidly than was anticipated, and this is reflected in the activities of the German shipping companies whose vessels now maintain a regular service.

392. The figures relating to the export trade are :—

	1923.	1924.	1925.
Value ... ..	74,363	112,195	126,668
Duty collected ...	4,350	6,865	5,044

The principal articles exported were :—

Cocoa ... cwt.	32,718	63,303	72,780
Coffee ... ..	228	207	623
Kola nuts ...centals	160	104	247
Palm kernels... tons	188	232	366
Palm oil ... ..	57	105	192

393. There is little of importance to note in these figures. The decrease in the amount received in respect of Customs duty on produce exported is due to the reduction in the rate on cocoa. The export of this article is, however, steadily increasing, and there is every indication of further successful trading.

PREVENTIVE SERVICE.

394. No new Customs stations were opened up during 1925, and the Preventive Service barrier does not yet extend beyond Latitude 4° 50' N., but it is intended shortly to reorganise the

Preventive Service and extend its effective operation as far as the Bamenda Division. As a preliminary, a Customs Officer has been posted for whole-time service on the boundary. The question of replacing the Preventive men by trained Police under an Assistant Commissioner of Police is also under consideration.

395. The number of persons convicted for smuggling was 79, practically the same number as last year (80), but there are signs indicating that wholesale smuggling has been considerably reduced. Owing to the special activity by the Police and Preventive Service against the smuggling of "Nationale" cigarettes (paragraph 255 of the 1924 Report), there has been a remarkable decrease in the number of those exposed for sale in the local markets and a welcome increase in the imports of cigarettes at Victoria.

396. By a Decree of the 14th September, 1925, the duty on tobacco in the French Cameroons was changed from 120 francs the 100 kilos to 10 per cent. *ad valorem*. It is, therefore, not possible to make an exact comparison with the Nigerian duty of 1s. 6d. a lb. Previous to the Decree there was a difference in favour of the French duty of more than £15 for 100 kilos of tobacco, which was a strong incentive to smuggling. The very large increase, however, in the imports of manufactured tobacco at Victoria may perhaps be attributed rather to the new practice of the Plantation owners of rewarding their labourers for good work with presents of tobacco rather than to a decrease in smuggling by the natives.

397. The revenue collected at the four stations of Tiko, Mpundu, Mundame and Mgab (now Mbonzi) was £1,867, as compared with £2,237 in 1924, but there was still some £500 to be brought to account at the end of the year. The cost of maintaining the Preventive Service, exclusive of overhead charges, was £935, as against £949 in 1924.

398. The quantities (in tons) of produce exported through these stations were:—

	Cocoa.		Palm Kernels.		Palm Oil.	
	1924.	1925.	1924.	1925.	1924.	1925.
Tiko ...	10	12	14	8	—	—
Mpundu ..	47	87	8	7	2	5
Mundame	281	348	49	5	3	70
Ngab ...	26	14	6	5	—	14
	—	—	—	—	—	—
	364	461	77	25	5	89
	—	—	—	—	—	—

Total, 1924—446 tons.

Do., 1925—575 „

## XIX. AGRICULTURE AND FORESTRY.

399. The Permanent Mandates Commission has asked for an explanation of any definite plan which the Mandatory Power may have for improving native agricultural methods. In reply to this demand it must be pointed out that the evolution of such a plan necessitates a prolonged and detailed enquiry into the conditions under which agriculture is now carried on and the possibilities of development. Moreover, the need for such a plan is not equally pressing in all parts of the country. For example, in the Northern Cameroons the natives grow crops of good nutritive value for their own consumption. Moreover, owing to the great distances which separate the northern areas from the sea and the railway, it would be premature to encourage the growing of crops for export.

400. In the Cameroons Province it is agreed that the administrative foundations of government are now sufficiently organised to justify further advances in material and scientific development. It has, therefore, been arranged that an officer of the Nigerian Agricultural Department shall visit the Province during 1926 in order to make preliminary investigations. The conclusions at which he arrives and the proposals based thereon will form part of the next report.

401. It has also been decided that the Botanic Gardens at Victoria shall be placed in charge of the Forestry Department with a view to prosecuting the systematic study of the Flora of the rain forest region. Provision has been made in the 1926-27 Estimates for a Curator and an Assistant Curator.

402. It has also been decided to create a "Circle" of the Forestry Department in the Cameroons Province and to devote special attention to the cultivation of cinchona. The necessary provision, involving an expenditure of some £2,800, has been made in the Estimates for 1926-27.

403. Although it may be some time before the benefits of the scientific developments now in contemplation can be fully reaped, there are already definite signs of progress in native agricultural enterprise. The Plantations have manifestly had great educative effect on thousands of labourers who in the past ten years and before the war have spent periods of weeks or months in practical application of scientific methods of cultivation, particularly in the production of cocoa. One of the most satisfactory and gratifying results has been the large increase in the number of small peasant cultivators of cocoa in the Victoria and Kumba Divisions in the past few years. There are, for example, estimated to be some 500 native cocoa farms in the Native Court area of Victoria, and the number is still increasing. Again, the

cultivation of improved varieties of tobacco has taken root among the Bakossis, and the chief there manufactures cigars of good quality and flavour from his home-grown leaf. The Bakossis have fully benefited by their enterprise in constructing a motor road from Nyasosso to Lum on the French railway, and are now becoming prosperous by cultivating and sending foodstuffs down to Duala for sale. On the other hand, the native has made little attempt to cultivate the oil palm. In areas where the palm exists it grows and propagates itself freely, and forms the most stable form of native wealth. The possibility of introducing and cultivating the oil palm in areas in which at present there are none is one of the questions which invites attention in the future.

## XX.—PUBLIC WORKS.

### (i) NORTHERN CAMEROONS.

404. The Public Works Staff of the Dikwa Native Administration consists of one Superintendent of Works, three motor drivers, one mechanic, two carpenters, two blacksmiths, four sawyers, builders and supervisors of road work.

405. The work of the carpenters and blacksmiths has been useful in maintaining a supply of desks (for the school), window frames, doors, shutters and furniture for public buildings. They are also able to give assistance in repairs to the bodies of cars, lorries and ox-carts.

406. The Native Administration owns a car and a lorry. Similar vehicles are owned privately by the Sheikh. All have done excellent service throughout the eight or nine months of the year, when motoring in the Emirate is possible.

407. The following are the dry season motor roads between the Northern Cameroons and Nigeria as well as within the mandated territory.

- (1) Mongonu — Marte — Dikwa — Gulumba — Dipchari — Gwoza — Madagali — Moda — Mubi — Zummu — Song — Yola.
- (2) Maiduguri — Dikwa — Ngala.
- (3) Maiduguri — Bama — Gwoza (joining (1))
- (4) Yola — Mayo Faran — Nassarao — Tsugu — Toango.

### (ii) CAMEROONS PROVINCE.

408. All the Government buildings have been maintained in a good state of repair.

409. The Capital works programme of the Public Works Department for the year was the completion of the blocks of

quarters at Victoria for 24 clerks, the building of Police barracks, an Infant school, Marine Artisans' quarters, coal and boat sheds, latrines and a slaughter house, all at Victoria. Other works included improvements to the Native hospital, restoration of the pier and of the Customs, Posts and Telegraphs and District Offices. Three bungalows at Buea, one at Kumba and two at Bamenda were renovated, as was also the native hospital at Mamfe.

410. The 27 miles of metalled motor road between Victoria, Buea and Tiko was kept in repair by the Public Works Department. This road, opened at the end of 1924, is proving of the greatest commercial value, and is especially appreciated by the German plantation owners, who had no motor roads in 1924. The Njoke bridge on the main Kumba road, which was washed away, was raised and re-decked.

411. The Mandatory Power, recognising the importance of linking up the basin of the Cross River and the rich oil belt lying along the eastern boundary of the Mamfe Division with the Nigerian trunk road system, proposes to construct a lateral motor road from Abakaliki (which place is already connected by a motor road with the Nigerian Railway at Enugu) to Ikom on the Cross River, and then, entering the Cameroons, through Mamfe and Widekum to Bamenda. The total length will be more than 200 miles and the ultimate cost will be very heavy owing to the difficult nature of the country and the number of large rivers to be crossed. Provision has been made in the estimates for 1926-27 for a section of the road between Abakaliki and Ikom and it is hoped within the next year or two to carry on construction work in the Cameroons simultaneously with the work on the Nigerian sections.

412. The Victoria Native Administration started on a road towards Kumba to link up with Government system and, by the end of the year, eight miles partly metalled were motorable. The opening of this road has already given a fillip to trade and will eventually solve the head-transport problem.

413. In the Kumba Division the four main trade routes to Victoria, Mundame and Mbonge and Mamfe have been kept open and 16 new timber bridges have been constructed. The scheme of the Native Administrations is to construct roads fit for light lorries from Victoria to Kumba and from Kumba eastwards to Mundame on the Mungo River and from Kumba westwards to Mbonge on the Meme River.

A good concrete and iron Native Court House also has been built by local talent in Kumba.

414. In the Bamenda Division the 11 miles that remained of the 16 between Bamenda and Bali were rapidly re-aligned and constructed in little over a month with admirable results. This section has already been referred to in paragraph 167.

#### XXI.—MARINE DEPARTMENT AND SHIPPING.

415. The establishment of the Marine Department in the Victoria Division in 1925 was as follows :—

- 1 Marine Officer.
- 1 Assistant Engineer.
- 5 Clerical Staff (including Messenger).
- 17 Dockyard and other Shore Ratings,  
Personal Emoluments (Two Vacancies for Apprentices).
- 35 Dockyard and other Shore Ratings,  
Other Charges (including Boat crews).
- 32 Launch crews, Personal Emoluments (reduced from 30  
during the early part of the year).

416. The following craft have been maintained on the station.

##### SELF-PROPELLED.

- S.T. "Iva" (January 1st to middle March).
- S.T. "Balbus" (middle March to middle June).
- S.T. "Sir Frederick" (middle June to December 31st).
- M.L. "Wuri" (January to November).
- M.L. "Lungasi."
- M.L. "Dikako."
- M.L. "Myrtle" (January to June).
- M.L. "Salvator" (out of commission except for waterways).

##### DUMB.

- 4 to 6 Lighters. The number of lighters in commission has varied, and of those in service at the beginning of the year only two were included in the six in commission on December 31st.
- 1 Surfboat. Transferred from Port Harcourt.
- 1 Accra Canoe.
- 3 Dinghies.

417. During the year 35 British and 56 Foreign ships, having a net registered tonnage of 227,074, entered and left the harbour at Victoria. These figures do not include Government vessels, ships of His Majesty's Navy and small craft. Several of the foreign ships entered the port on more than one occasion in each voyage, proceeding in the interim with the consent of the Customs Department to unauthorised ports such as Tiko to discharge.

418. As a result of the sale of the Plantations, mostly to German subjects, the nature of the transport service at Victoria has undergone a radical change. The policy of the new owners has tended, more and more, to confine the activities of the Department to Victoria. During the first three months of the year, and on the Mungo, till as late as July, craft were employed bringing from the Mungo, the Meme, and the coast farms the last of the Plantations Department produce for shipment. The new owners began to arrive in March, and in June the first really big shipments of import cargo arrived. These very largely consisted of building materials, machinery and railway materials, cargo awkward to handle and stretching the resources of the Department to the utmost. In August the first ship with direct cargoes for Tiko, Bibundi and other unauthorised ports was entered, and allowed to proceed to these places to discharge. By the end of the year the import trade had more or less settled down to what will presumably be the normal condition.

419. The total cargo handled by the Marine Department during the year was approximately as under.

Cargo inward	...	...	...	7,673 tons
„ outward	...	...	...	2,302 „
			Total	9,975 tons

The figures given include Government cargo and coal. In addition 4,400 passengers and their baggage were moved from ship to shore and vice versa.

420. During March the Tiko Dockyard was dismantled and all machines, tools, slipway carriages, and other serviceable materials were transhipped to Victoria to the site selected for the new shops. Work was undertaken at once and by the end of October the building of the new dockyard was practically completed. The first lighter was drawn up on the slip on October 29th. Replating No. 11 lighter was completed at Victoria and she was put in commission on October 24th.

421. Mungo River. During January the work of clearing this river was continued and the section from Kukonje to Bombe was cleared. No clearing had been done since 1914 and a large collection of snags and debris had accumulated. From Bombe to Mpundu only the snags obviously liable to be a danger to high water navigation were cleared. Work on this river will be resumed at the beginning of 1926.

422. Meme River. During the early months of the year clearing was undertaken on this river. A channel was cleared from the mouth of the Meme to Messrs. Woodin's factory. A good deal still remains to be done and it is hoped that the work may again be continued in 1926.

## XXII. FRONTIERS.

423. Negotiations were opened in 1925 between the Governments of Nigeria and the French Cameroons with a view to coming to an agreement as to the adjustments required in the frontier between the British and French Cameroons. British and French Officers in charge of the areas adjoining the frontier have been instructed to meet and discuss the requirements in each section. They will then draw up *procès-verbaux* for submission to the respective Governments. If and when an agreement is reached between the local Governments, the rectifications proposed will be submitted to the Governments of France and Great Britain.

## XXIII. INTERNATIONAL CONVENTIONS.

424. The following International Conventions, in addition to those enumerated in previous reports, have been applied to the British Cameroons :—

- (1) Treaty of Commerce and Navigation concluded between the United Kingdom and the Polish Republic on 26th November, 1923.
- (2) Treaty of Commerce and Navigation concluded between Great Britain and Austria on 22nd May, 1924.
- (3) Treaty of Commerce and Navigation concluded between the United Kingdom and Finland on 14th December, 1923.
- (4) Treaty of Commerce and Navigation concluded between the United Kingdom and the Czechoslovak Republic on 14th July, 1923.
- (5) Extradition Treaty concluded between the United Kingdom and Finland on 30th May, 1924.
- (6) Extradition Treaty concluded between the United Kingdom and Latvia on the 16th July, 1924.
- (7) Treaty of Commerce and Navigation concluded between the United Kingdom and Latvia on 22nd June, 1923.
- (8) The Conventions, Statutes and Protocols of Signature adopted at the second General Conference on Communications and Transit at Geneva on the 9th December, 1923, relating to :
  - (a) International Regime of Railways.
  - (b) International Regime of Maritime Ports.
  - (c) Transmission in Transit of Electric Power.
  - (d) Development of Hydraulic Power affecting more than one State.

The Conventions of the first three sessions of the International Labour Conference which were held at Washington in 1919, at Genoa in 1920, and at Geneva in 1921 have been communicated to the Governor of Nigeria and were duly considered as regards the possibility of their application to British Cameroons, but it was decided that they were not suitable for application there.

## APPENDIX I.

## GOVERNMENT REVENUE AND EXPENDITURE.

In the following statement figures denoted as "actual" represent sums actually received or expended in the British Cameroons. "Proportional" figures are based on the ratio of the population of the Cameroons to the total population of the Cameroons and Nigeria.

## BRITISH CAMEROONS.

Summary of Revenue.				1923-24.	1924-25.
				£	£
1.	Licences and Internal Revenue	...	...	1,760	1,645
2.	Fees of Court or Office Payment for Specific Services	...	...	12,075	12,108
3.	Miscellaneous	...	...	5,892	6,884
4.	Customs	...	...	19,649	25,609
5.	Posts and Telegraphs	...	...	1,359	1,814
6.	Marine	...	...	1,119	1,871
7.	Rent of Government Property	...	...	284	357
8.	Direct Taxes	...	...	24,186	21,219
				£66,324	£71,507
Deficit				£53,328	£58,201
				£119,652	£129,708

Summary of Expenditure.				1923-24.	1924-25.
				£	£
1.	Pensions and Gratuities	...	...	6,354	7,034
2.	Governor's Office	...	...	371	413
3.	Lieutenant-Governors' Offices	...	...	321	353
4.	Secretariats	...	...	2,210	2,106
5.	Provincial Administration	...	...	28,284	29,709
6.	Treasury	...	...	2,303	2,319
7.	Posts and Telegraphs	...	...	6,634	7,200
8.	Civil Police	...	...	9,842	9,758
9.	Prisons	...	...	2,111	2,494
10.	Agriculture	...	...	459	813
11.	Medical	...	...	12,981	9,950
12.	Education	...	...	4,224	4,850
13.	Customs	...	...	2,881	3,620
14.	Marine	...	...	9,083	14,311
15.	W.A.F.F. Nigeria Regiment	...	...	11,695	12,130
16.	Miscellaneous	...	...	2,997	3,188
17.	Public Works	...	...	5,573	5,420
18.	Public Works Recurrent	...	...	4,425	4,985
19.	Public Works Extraordinary	...	...	3,891	5,946
20.	Printing	...	...	863	839
21.	Judicial	...	...	569	571
22.	Legal	...	...	319	305
23.	Audit	...	...	917	908
24.	Medical Research Institute	...	...	178	174
25.	Veterinary	...	...	167	312
				£119,652	£129,708

Note.—Printer's error in 1923-24 Summary of Expenditure.

				£
Total shown	...	...	...	119,662
Correct Total	...	...	...	119,652
Difference	...	...	...	£ 10

## Details of Revenue.

(Note.—Figures given to nearest pound.)

HEAD 1.				1923-24.	1924-25.	Remarks.
<i>Licences and Internal Revenue.</i>						
<i>Licences :—</i>				£	£	
1. Gun ... ..				171	37	
2. Liquor ... ..				128	101	
3. Traders ... ..				2	—	
4. Game ... ..				257	53	
<i>Other Internal Revenue :—</i>						
5. Provincial Court Fines ... ..				213	165	
"    "    "    "    "    "    "    "				118	178	Northern Cameroons.
6. Departmental Fines ... ..				23	29	
7. Share of Commission on Planta- tions Revenue ... ..				848	1,082	
				£1,760	£1,645	Actual.
HEAD 2.				1923-24.	1924-25.	Remarks.
<i>Fees of Court or Office Payment for Specific Services, etc.</i>						
<i>Fees, Receipts and Sales :—</i>				£	£	
1. Provincial Court Fees ... ..				59	120	} Actual.
2. Forestry Department ... ..				119	142	
3. Hospital Receipts ... ..				38	55	
4. Ice (Victoria) ... ..				161	172	
5. Prison Department ... ..				5	24	
6. Public Works (Sale of Stores) ...				16	31	
<i>Reimbursement - in - Aid :—</i>						
7. Medical Refund by Plantations...				4,094	3,962	} Actual.
8. Marine Refund by Plantations for Services rendered ... ..				5,737	5,737	
10. Police Refund by Plantations... Widows and Orphans Pension Scheme... ..				160	160	
				1,686	1,705	Proportional.
				£12,075	£12,108	
HEAD 3.				1923-24.	1924-25.	Remarks.
<i>Miscellaneous.</i>						
				£	£	
1. Miscellaneous ... ..				339	1,267	} Actual.
2. School Fees ... ..				136	150	
Currency Board Profits ... ..				5,417	5,467	Proportional.
				£5,892	£6,884	
HEAD 4.				1923-24.	1924-25.	Remarks.
<i>Customs.</i>						
				£	£	
1. Specific Duties ... ..				7,576	10,478	} Twice the actual.
2. <i>Ad Valorem</i> Duties ... ..				7,044	7,698	
3. Export Duties ... ..				4,797	7,069	
						Actual, plus 25 per cent.
4. Overtime and Shipping Fees ...				135	237	} Actual.
5. Warehouse and Customs ... ..				97	127	
				£19,649	£25,609	

## Details of Revenue—contd.

HEAD 5.		1923-24.	1924-25.	Remarks.
<i>Posts and Telegraphs.</i>				
1. Sale of Stamps, Registered Envelopes, &c. ... ..	£	479	853	
2. Commission on Money Orders and Postal Orders ... ..		22	26	
3. Transmission of Telegrams ... ..		354	405	
4. Telephones Rentals ... ..		366	364	
5. Postage on Parcels from other countries ... ..		134	156	
6. Telegraphic Abbreviated Addresses ... ..		2	9	
7. Miscellaneous ... ..		2	1	
		£1,359	£1,814	Actual.
HEAD 6.		1923-24.	1924-25.	Remarks.
<i>Marine.</i>				
1. Government Craft (Public Services)	£	968	1,441	
2. Miscellaneous ... ..		151	430	
		£1,119	£1,871	Actual.
HEAD 7.		1923-24.	1924-25.	Remarks.
<i>Rent of Government Property.</i>				
Crown Lands and Buildings ... ..	£	284	357	Actual.
HEAD 8.		1923-24.	1924-25.	Remarks.
<i>Direct Taxes.</i>				
1. Poll Tax, Cameroons Province ... ..	£	15,271	12,671	} Actual.
2. Jangali, Cameroons Province ... ..		333	300	
General Tax, Northern Cameroons		5,642	5,334	
Jangali, Northern Cameroons ... ..		2,940	2,914	
		£24,186	£21,219	

## Details of Expenditure.

(NOTE :—Figures given as nearest pound and items of less than £1 in amount omitted.)

HEAD 1.		1923-24.	1924-25.	Remarks.
<i>Pensions and Gratuities.</i>				
Pensions, General, Cameroons Province	£	5,364	6,020	Actual.
"    "    Northern Cameroons		525	525	Estimated.
Widows and Orphans Pensions plus Management Charges ... ..		465	489	Proportional.
		£6,354	£7,034	
HEAD 2.		1923-24.	1924-25.	Remarks.
Governor's Office ... ..		371	413	Proportional.
HEAD 3.		1923-24.	1924-25.	Remarks.
Lieutenant Governors' Office... ..		321	353	Proportional.
HEAD 4.		1923-24.	1924-25.	Remarks.
Secretariats ... ..		2,210	2,106	Proportional

## Details of Expenditure—contd.

HEAD 5.		1923-24.		1924-25.		Remarks	
Provincial Administration.		£	£	£	£		
Personal Emoluments—							
Cameroons Province	...	14,208		16,128		Actual figures are given for the Cameroons Province. The figures for the Northern Cameroons are estimated.	
Northern Cameroons	...	4,952		4,827			
			19,160		20,955		
Passages—							
Cameroons Province	...	2,121		1,436			
Northern Cameroons	...	340		467			
			2,461		1,903		
Transport—							
Cameroons Province	...	1,794		1,618			
Northern Cameroons	...	907		739			
			2,701		2,357		
Transport Allowances—							
Cameroons Province	...	511		577			
Northern Cameroons	...	118		136			
			629		713		
Travelling Allowances—							
Cameroons Province	...	612		494			
Northern Cameroons	...	368		379			
			980		873		
Bush Allowances—							
Cameroons Province	...	96		123			
Northern Cameroons	...	83		48			
			179		171		
Uniforms for Messengers	...		38		35		
Station Labour	...		1,401		1,421		
Special Runners, Witnesses and Miscellaneous Expenses	...		95		65		
Sheriff's Fees	...		3		18		
Staff of Rest Houses	...		60		60		
Telephones	...		120		100		
Clearing Mungo and Mama Rivers	...		386		111		
Purchase of Car and Lorry	...		—		704		
Upkeep	...		—		157		
Sundries Northern Cameroons	...		71		66		
						Repairs, Stationery and Contingencies.	
			£28,284		£29,709		

HEAD 6.		1923-24.		1924-25.		Remarks.
Treasury.		£	£	£	£	
Personal Emoluments	...		1,384		1,336	
Passages	...		58		52	
Transport	...		13		8	
Railway Transport	...		28		24	
Transport Allowances	...		19		18	
Travelling Allowances...	...		6		2	
Bush Allowances	...		3		—	
Rent	...		2		2	
Stationery	...		18		14	
Typewriters	...		5		5	
Contingencies	...		3		3	
Carried forward			£1,539		£1,464	

## Details of Expenditure—contd.

HEAD 6.—(contd.)		1923-24.	1924-25.	Remarks.
<i>Treasury.</i>		£	£	
	Brought forward	1,539	1,464	
Telephones	... ..	8	8	
Specie Boxes and Bags	... ..	20	10	
Conveyance of Specie and Cash Re- mittances	... ..	736	837	Proportional.
		<u>£2,303</u>	<u>£2,319</u>	
HEAD 7.		1923-24.	1924-25.	Remarks.
<i>Posts and Telegraphs.</i>		£	£	
Personal Emoluments	... ..	4,293	4,811	
Passages	... ..	174	187	
Transport	... ..	135	204	
Transport Allowances	... ..	59	58	
Travelling Allowances...	... ..	113	75	
Books and Forms, etc.	... ..	249	231	
Uniforms	... ..	84	36	
Overtime Fees	... ..	57	43	
Maintenance of Telegraphs	... ..	365	520	
Maintenance, Postal	... ..	142	99	
Maintenance of Telephone	... ..	94	55	
Mail Services	... ..	281	305	
Contingencies	... ..	—	7	
		<u>£6,046</u>	<u>£6,631</u>	Actual.
<i>Less</i> amounts paid by various Departments for Telephone	... ..	357	334	Actual.
		<u>£5,689</u>	<u>£6,297</u>	
Headquarters	... ..	945	903	Proportional.
		<u>£6,634</u>	<u>£7,200</u>	
HEAD 8.		1923-24.	1924-25.	Remarks.
<i>Civil Police.</i>		£	£	
Personal Emoluments	... ..	6,893	6,789	
Transport Allowances	... ..	50	72	
Travelling Allowances...	... ..	40	40	
Transport	... ..	150	200	
Contingencies	... ..	10	13	
Clothing and Accoutrements	... ..	640	660	
Arms and Ammunition	... ..	15	10	
Police Information Fund	... ..	5	5	
Rations for Untried Prisoners	... ..	2	—	
Stationery	... ..	10	15	
Telephones	... ..	90	62	
Cameroons Province	... ..	7,905	7,866	Actual.
Northern Cameroons	... ..	1,937	1,892	Proportional.
		<u>£9,842</u>	<u>£9,758</u>	

## Details of Expenditure—contd.

HEAD 9.		1923-24.	1924-25.	Remarks.
<i>Prisons.</i>		£	£	
Personal Emoluments	... ..	1,071	1,167	
Prisoners' Rations	... ..	643	667	
Tools and Prison Necessaries...	... ..	214	142	
Uniforms	... ..	37	—	
Telephones	... ..	15	20	
		<u>£1,980</u>	<u>£1,996</u>	Actual.
Headquarters	... ..	131	129	Proportional.
Northern Cameroons	... ..	—	369	Proportional.
		<u>£2,111</u>	<u>£2,494</u>	

## HEAD 10.

<i>Agriculture.</i>		1923-24.	1924-25.	Remarks.
		£	£	
Upkeep of Victoria Botanical Gardens		459	813	Actual.

## HEAD 11.

<i>Medical.</i>		1923-24.	1924-25.	Remarks.
		£	£	
Personal Emoluments	... ..	8,492	5,750	} Actual.
Passages	... ..	666	386	
Transport	... ..	389	189	
Transport Allowances	... ..	65	138	
Travelling Allowances...	... ..	151	122	
Sanitary Labour	... ..	444	463	
Sanitary Equipment	... ..	257	145	
Diets, Provisions and Necessaries	... ..	223	200	
Drugs and Instruments	... ..	998	1,343	
Vaccination Expenses	... ..	122	92	
Clothing and Bedding	... ..	342	240	
Medical Comforts	... ..	61	36	
Fuel, Light and Sundries	... ..	1	63	
Washing, European and Native		—	35	} Proportional.
Hospitals	... ..	45	50	
Telephones	... ..	725	698	
Headquarters	... ..			
		<u>£12,981</u>	<u>£9,950</u>	

## HEAD 12.

<i>Education.</i>		1923-24.	1924-25.
		£	£
Personal Emoluments	... ..	3,072	3,057
Passages	... ..	75	122
Transport	... ..	220	200
Transport Allowances...	... ..	—	42
Travelling Allowances...	... ..	107	65
Carried forward		<u>£3,474</u>	<u>£3,486</u>

## Details of Expenditure—contd.

HEAD 12.—(contd.)

*Education.—(contd.)*

	1923-24.	1924-25.	
	£	£	
Brought forward	3,474	3,486	
Office Books and Contingencies ...	25	1	
Books, Equipment and Apparatus ...	305	294	
Pupil Teachers ... ..	173	186	
Empire Day Celebration ... ..	60	60	
Telephones ... ..	—	15	
Headquarters ... ..	187	194	Proportional.
Northern Cameroons ... ..	—	614	Proportional.
	<u>£4,224</u>	<u>£4,850</u>	

HEAD 13.

*Customs.*

	1923-24.	1924-25.	
	£	£	
Personal Emoluments ... ..	1,697	2,143	Actual.
Passages ... ..	103	158	
Transport ... ..	132	127	
Transport Allowances ... ..	28	66	
Travelling Allowances... ..	78	54	
Books and Stores ... ..	35	14	
Uniforms and Clothing ... ..	1	101	
Preventive Services ... ..	406	565	
Expenses of Boats and Canoes ... ..	2	—	Proportional.
Telephones ... ..	15	15	
Headquarters ... ..	384	377	
	<u>£2,881</u>	<u>£3,620</u>	

HEAD 14.

*Marine.*

	1923-24.	1924-25.	
	£	£	
Personal Emoluments ... ..	4,969	4,278	Actual.
Passages ... ..	215	194	
Transport ... ..	9	5	
Travelling Allowances... ..	40	13	
Stationery ... ..	—	20	
Uniforms and Tailoring Materials ... ..	49	45	
General Labour ... ..	382	486	
Boats' Crew ... ..	138	137	
Upkeep, Repairs and Necessaries (Marine)	852	798	
Coal and Wood Fuel Labour and Necessaries ... ..	492	371	
Oil Fuel ... ..	715	696	
Upkeep of Lighthouses ... ..	119	169	
Telephones ... ..	42	42	

*Special Expenditure.*

Launch "Lungasi" New Engine and Overhaul ... ..	384	115
Carried forward	<u>£48,406</u>	<u>£47,369</u>

## Details of Expenditure—contd.

HEAD 14.—(contd.)

*Marine.—(contd.)*

	1923-24.	1924-25.	
	£	£	
Brought forward	8,406	7,369	
"Sir Frederick" New Boiler Tubes and Dinghy ... ..	113	—	} Actual.
"Sir Frederick" Overhaul ... ..	—	1,000	
Lighter No. 11 Replating ... ..	—	644	
Building one 60-ton Lighter ... ..	—	1,204	
Removal of Marine Workshop from Tiko to Victoria ... ..	—	321	
Purchase of "Sir Frederick" and "Myrtle" ... ..	—	3,200	} Proportional.
Headquarters ... ..	564	573	
	£9,083	£14,311	

HEAD 15.

*W. A. F. F. Nigeria Regiment.* £11,695 £12,130 Proportional.

HEAD 16.

*Miscellaneous.*

	1923-24.	1924-25.	Remarks.
	£	£	
Typewriters ... ..	39	6	} Actual.
Stationery ... ..	576	310	
Miscellaneous ... ..	10	30	
Rent ... ..	1,823	—	
Refunds... ..	105	20	
Loss on German Marks ... ..	431	—	
Loss of Government Money ... ..	13	—	
<i>Special Expenditure</i> :—			
Land Acquisition ... ..	—	2,822	
	£2,997	£3,188	

HEAD 17.

*Public Works Department.*

	1923-24.	1924-25.	Remarks.
	£	£	
Personal Emoluments... ..	4,042	4,145	} Actual.
Passages ... ..	548	282	
Transport ... ..	47	42	
Transport Allowances ... ..	128	194	
Travelling Allowances... ..	58	29	
Bush Allowances ... ..	56	61	
Books, Forms and Necessaries ... ..	54	56	
Camp Equipment ... ..	77	3	
Instruments and Drawing Materials ... ..	1	24	
Labour ... ..	243	251	
Telephones ... ..	30	30	
	£5,284	£5,117	} Proportional.
Headquarters ... ..	289	303	
	£5,573	£5,420	

## Details of Expenditure—contd.

HEAD 18.		1923-24.	1924-25.	Remarks.
<i>Public Works Recurrent.</i>		£	£	
A.— <i>Buildings</i> :—				
	Current Repairs, etc., to Government Buildings ...	2,753	2,492	
	Furniture, Officers' Quarters ...	180	197	
	Furniture, Public Buildings ...	37	16	
	Temporary Buildings ...	376	499	
B.— <i>Communications</i> :—				
	General Maintenance of Roads and Bridges ...	738	1,399	
C.— <i>Waterworks</i> :—				
	Maintenance of Tanks, Wells and Water Supplies... ..	134	121	
D.— <i>Miscellaneous</i> :—				
	Tools and Repairs to Plant and Engineering Stores ...	105	128	
	Foreshores, Walls and Piers ...	31	133	
	Safes and Specie Boxes ...	71	—	
		<u>£4,425</u>	<u>£4,985</u>	Actual.

HEAD 19.		1923-24.	1924-25.	Remarks.
<i>Public Works Extraordinary.</i>		£	£	
	Victoria—Meanja Road ...	3,708	1,549	} Actual.
	Clerks' Quarters, Victoria ...	159	3,694	
	Loss and Depreciation of Stores ...	.24	26	
	Victoria Pier, Repairs... ..	—	677	
		<u>£3,891</u>	<u>£5,946</u>	

HEAD 20.		1923-24.	1924-25.	Remarks.
<i>Printing.</i>		£	£	
	Personal Emoluments ...	644	631	
	Passages ...	20	8	
	Transport ...	3	3	
	Railway Transport ...	—	4	
	Transport Allowances ...	2	1	
	Bush Allowances ...	2	—	
	Rent Allowances ...	4	4	
	Paper, Ruling and Bookbinding Materials ...	152	115	
	Contingencies ...	2	4	
	Upkeep of Type and Printing Equipment, including Ink and Stereotyping Materials ...	11	6	
	Upkeep of Machinery and Necessaries	2	2	
	Fuel and Engine Stores ...	4	3	
	Overtime ...	6	7	
	Telephones ...	1	1	
	Outfit Allowance ...	—	1	
<i>Special Expenditure</i> :—				
	New Electric Motors ...	10	—	
	Purchase of Linotype Machine ...	—	49	
		<u>£863</u>	<u>£839</u>	Proportional.

## Details of Expenditure—contd.

## HEAD 21.

<i>Judicial.</i>	1923-24.	1924-25.	<i>Remarks.</i>
	£	£	
Personal Emoluments ... ..	466	437	
Passages ... ..	13	17	
Transport ... ..	10	14	
Railway Transport ... ..	27	20	
Transport Allowances ... ..	8	8	
Travelling Allowances... ..	13	10	
Stationery ... ..	3	3	
Typewriters ... ..	1	2	
Contingencies and Petty Office Ex- penses ... ..	1	1	
Supreme Court Library ... ..	2	2	
Crown Witnesses Expenses ... ..	11	43	
Remission of Fines and Refund of Hearing Fees ... ..	6	6	
Counsel for Criminals in Capital Cases	2	2	
Labour ... ..	2	2	
Telephones ... ..	4	4	
	<u>£569</u>	<u>£571</u>	Proportional.

## HEAD 22.

<i>Legal.</i>	1923-24.	1924-25.	<i>Remarks.</i>
	£	£	
Personal Emoluments... ..	270	255	
Passages ... ..	18	15	
Transport ... ..	10	5	
Railway Transport ... ..	—	6	
Transport Allowances... ..	6	7	
Travelling Allowances... ..	3	3	
Stationery ... ..	1	3	
Telephones ... ..	4	4	
Expenses in connection with Crown Cases ... ..	6	4	
Books for Law Library ... ..	1	3	
	<u>£319</u>	<u>£305</u>	Proportional.

## HEAD 23.

<i>Audit.</i>	1923-24.	1924-25.	<i>Remarks.</i>
	£	£	
Personal Emoluments ... ..	753	733	
Passages ... ..	48	50	
Transport ... ..	10	11	
Railway Transport ... ..	14	13	
Transport Allowances ... ..	13	15	
Travelling Allowances... ..	13	13	
Bush Allowances ... ..	3	2	
Typewriters ... ..	—	2	
Stationery ... ..	3	3	
Outfit Allowances ... ..	—	2	
Telephones ... ..	3	3	
Share of Home Expenditure ... ..	57	61	
	<u>£917</u>	<u>£908</u>	Proportional.

## Details of Expenditure—contd.

## HEAD 24.

<i>Medical Research Institute.</i>	1923-24.	1924-25.	Remarks.
	£	£	
Personal Emoluments... ..	119	117	
Passages ... ..	8	8	
Transport Allowances... ..	6	9	
Telephones ... ..	—	1	
Purchase of Books ... ..	2	1	
Labour ... ..	7	8	
Equipment and Necessaries ... ..	19	18	
Upkeep of Laboratory and Animals ...	5	5	
Yellow Fever ... ..	3	—	
Honorarium to Mrs. A. Cennal ...	7	7	
Printing and Publication of Scientific Papers ... ..	2	—	
	<u>£178</u>	<u>£174</u>	Proportional.

## HEAD 25.

<i>Veterinary.</i>	1923-24.	1924-25.	Remarks.
	£	£	
Personal Emoluments... ..	111	171	
Passages ... ..	10	15	
Transport ... ..	7	12	
Railway Transport ... ..	8	16	
Transport Allowances... ..	5	9	
Travelling Allowances... ..	6	6	
Bush Allowances ... ..	1	6	
Labour ... ..	6	18	
Animals for Experimental Purposes ...	1	7	
Instruments, etc. ... ..	3	5	
Stationery ... ..	—	2	
Typewriters ... ..	—	1	
Contingencies ... ..	—	2	
Forage ... ..	—	10	
Outfit Allowances ... ..	—	8	
Drugs, etc. ... ..	—	4	
Bullock Carts, etc. ... ..	—	2	
Fuel ... ..	—	2	
<i>Special Expenditure .—</i>			
Stock Farm, Zaria ... ..	9	—	
Laboratory Equipment ... ..	—	14	
Guards for Cattle Reserve ... ..	—	2	
	<u>£167</u>	<u>£312</u>	Proportional.



## Adamawa Districts (Yola Province)—contd.

## NATIVE TREASURY.

Revenue.	1923	1924	Expenditure.	1923	1924
	-24.	-25.		-24.	-22.
				£	£
Brought forward	£5,229	£4,541		£4,117	£3,904
			Capital Works (a) ...	230	88
			Education (a)...	291	290
			Medical and Sanitary (a)	154	168
			Agriculture (a) ...	14	14
			Miscellaneous (a) ...	67	221
	<u>£5,229</u>	<u>£4,541</u>		<u>£4,873</u>	<u>£4,685</u>

Note 1. Items marked (a) are proportional.

Note 2. The figures for 1923-24 include Gashaka district which was transferred to Muri Province in June, 1924.

Financial Statement.			£
Balance, 1st April, 1924	...	...	169
Revenue, 1924-25	...	...	4,541
			<u>4,710</u>
Expenditure, 1924-25	...	...	4,685
Balance, 1st April, 1925	...	...	<u>£25</u>

## Grumpao and Yebbi (Yola Province).

## NATIVE TREASURY.

Revenue.	1923	1924	Expenditure.	1923	1924
	-24.	-25.		-24.	-25.
	£	£		£	£
1. Tribute (50 per cent.) ...	98	133	District Heads ...	66	66
			Village Heads ...	6	2
2. Jangali (Cattle Tax) (50 per cent.) ...	—	5	Judicial (a) ...	9	8
			Treasury (a) ...	3	3
			Prisons (a) ...	6	6
			Works Recurrent ...	8	—
	<u>£98</u>	<u>£138</u>		<u>£98</u>	<u>£85</u>

Financial Statement.			£	£
Revenue, 1924-25	...	...	—	138
Deficit, 1st April, 1924 (b)	...	...	48	—
Expenditure	...	...	85	133
Balance, 1st April, 1925	...	...	—	<u>£5</u>

(a) Items marked (a) are proportional.

cit on 1st April, 1924, first arose in 1922-23.

## Gashaka District (Muri Province).

## NATIVE TREASURY.

Revenue.	1924-25.		Expenditure.		1924-25	
	£				£	
Tribute (50 per cent.) ...	52		District Head ...	...	135	
Jangali (Cattle Tax) (50 per cent.) ...	221		Judicial ...	...	25	
Native Courts, Fees and Fines	12		Police ...	...	40	
Miscellaneous ...	0					
	<u>£285</u>				<u>£200</u>	

## Financial Statement.

	£	
Balance, 1st April, 1924 ...	Nil	(a)
Revenue, 1924-25 ...	285	
Expenditure, 1924-25 ...	200	
	<u>£85</u>	
Balance, 1st April, 1925 ...		

Note (a).—In 1923-24 Gashaka was administered as part of Yola. (See Note 2 to statement for Adamawa districts.) Yola funds benefited by an excess of receipts over expenditure in the administration of Yola to the date of separation (1st June, 1924). Yola funds bore the Gashaka expenditure from 1st April to 31st May, 1924. The approximate net benefit to Yola is being computed and the amount will be handed over to Gashaka. It will appear as a credit to Gashaka and debit to Yola when the net sum is ascertained and paid.

## CAMEROONS PROVINCE.

NATIVE TREASURIES.—REVENUE AND EXPENDITURE,  
1923-24 AND 1924-25.

## Victoria Division Native Treasury.

## REVENUE.

	1923-24.		1924-25.	
	£		£	
I.—Tribute :—				
1. Poll Tax (50 per cent.) ...	1,884	2,757		
II.—Native Courts :—				
1. Fees ...	946	895		
2. Fines ...	353	139		
III.—Other Receipts :—				
1. Printing on Repayment ...	56	114		
2. Interest on Investments ...	23	15		
3. School Fees ...	13	7		
4. Market and Cattle Tolls ...	150	164		
5. Miscellaneous ...	17	13		
Totals ...	<u>£3,442</u>	<u>£4,104</u>		

## EXPENDITURE.

	1923-24.		1924-25.	
	£		£	
I.—Central ...	362	—		
II.—District Heads ...	250	237		
III.—Village Heads ...				
Carried forward	£612	£237		

## CAMEROONS PROVINCE.

## Victoria Division Native Treasury—contd.

EXPENDITURE.		1923-24	1924-25.
		£	£
	Brought forward ... ..	612	237
IV.— <i>Judicial</i> :—			
	1. Stipends to Presidents and Vice-Presidents	—	394
	2. Sitting Fees to Unsalariated Members ...	444	251
	3. Scribes ... ..	270	252
	4. Messengers ... ..	374	407
	5. Messengers' Clothing ... ..	48	42
	6. Remission of Fees and Fines ... ..	23	23
	7. Maintenance of Witnesses, etc. ... ..	22	7
V.— <i>Treasury</i> :—			
	1. Clerk ... ..	51	58
	2. Accounting Clerk ... ..	8	—
VI.— <i>Police</i> .			
VII.— <i>Prisons</i> .			
VIII.— <i>Various</i> :—			
	1. Transport ... ..	14	13
	2. Printer, Binder, Compositor and Apprentice	195	195
	3. Paper and Printing Materials ... ..	34	3
IX.— <i>Works Recurrent</i> :—			
	1. Repairs to Buildings ... ..	147	251
	2. Roads and Bridges ... ..	194	400
	3. Salaries Works Department ... ..	59	—
X.— <i>Capital Works</i> :—			
	1. Market Sheds ... ..	—	3
XI.— <i>Education</i> :—			
	1. Teachers ... ..	137	165
	2. Contingencies ... ..	1	—
	3. Books Equipment ... ..	68	39
	4. Empire Day ... ..	—	7
	5. Grants-in-Aid to Approved Schools ...	98	32
	6. Training of Teachers ... ..	—	65
XII.— <i>Surveys</i> .			
XIII.— <i>Medical</i> :—			
	1. Dresser ... ..	—	34
	2. Sanitary Labour ... ..	9	—
XIV.— <i>Forestry and Agriculture</i> .			
XV.— <i>Miscellaneous</i> :—			
	1. Stationery ... ..	16	66
	2. Tax Discs ... ..	14	14
	3. Contingencies ... ..	4	5
	Totals ... ..	£2,842	£2,963

## FINANCIAL STATEMENT.

	£
Balance, 1st April, 1924 ... ..	1,637
Revenue, 1924-25 ... ..	4,104
	£5,741
Expenditure, 1924-25 ... ..	2,963
	£2,778

## Kumba Division, Native Treasury.

## REVENUE.

		1923-24.	1924-25.
		£	£
I.—Tribute :—			
1.	Poll Tax (50 per cent.) ... ..	2,387	3,720
II.—Native Courts :—			
1.	Fees ... ..	699	751
2.	Fines ... ..	327	374
III.—Other Receipts :—			
1.	Interest on Investments ... ..	29	51
2.	School Fees ... ..	25	17
3.	Market Tolls ... ..	5	3
4.	Miscellaneous ... ..	4	8
Totals ... ..		£3,476	£4,924

## EXPENDITURE.

		1923-24.	1924-25.
		£	£
I.—Central ... ..		—	—
II.—District Heads ... ..		404	—
III.—Village Heads ... ..		630	651
IV.—Judicial :—			
1.	Stipends to Presidents and Members ... ..	—	443
2.	Sitting Fees to Members ... ..	147	130
3.	Scribes ... ..	291	337
4.	Messengers ... ..	281	298
5.	Messengers' Clothing ... ..	28	30
6.	Remission of Fees and Fines ... ..	9	5
7.	Maintenance of Witnesses, etc. ... ..	1	1
V.—Treasury :—			
1.	Clerk ... ..	36	45
2.	Accounting Clerks ... ..	9	—
VI.—Police.			
VII.—Prisons.			
VIII.—Various :—			
1.	Transport ... ..	24	35
IX.—Works Recurrent :—			
1.	Repairs to Buildings ... ..	106	52
2.	Roads and Bridges ... ..	284	362
3.	Road Inspectors ... ..	37	—
X.—Capital Works :—			
1.	Native Court Kumba ... ..	—	351
XI.—Education :—			
1.	Teachers ... ..	227	289
2.	Contingencies ... ..	3	—
3.	Books and Equipment ... ..	80	82
4.	Empire Day ... ..	—	5
5.	Training of Teachers ... ..	—	39
XII.—Surveys ... ..		—	—
XIII.—Medical and Sanitary :—			
1.	Sanitary Inspector ... ..	60	—
2.	Dressers ... ..	—	98
3.	Labour ... ..	1	—
XIV.—Forestry and Agriculture			
XV.—Miscellaneous :—			
1.	Stationery ... ..	—	50
2.	Tax Discs ... ..	16	15
3.	Contingencies ... ..	52	3
Totals ... ..		£2,726	£3,321

## Kumba Division Native Treasury—contd.

## FINANCIAL STATEMENT.

Balance, 1st April, 1924	...	£2,120
Revenue, 1924-25	... ..	4,924
		<hr/>
		£7,044
Expenditure, 1924-25	... ..	3,321
		<hr/>
Balance, 1st April, 1925	... ..	£3,723

## Mamfe Division Native Treasury.

## REVENUE.

		1923-24.	1924-25.
		£	£
I.— <i>Tribute</i> :—			
Poll Tax (50 per cent.)	... ..	1,750	2,718
II.— <i>Native Courts</i> :—			
1. Fees	... ..	1,197	1,231
2. Fines	... ..	192	180
III.— <i>Other Receipts</i> :—			
1. Interest on Investments	... ..	26	89
2. School Fees	... ..	45	22
3. Market Dues, etc.	... ..	1	3
4. Miscellaneous	... ..	457	11
		<hr/>	<hr/>
Totals	... ..	£3,668	£4,254

## EXPENDITURE.

		1923-24.	1924-25.
		£	£
I.— <i>Central</i> .			
II.— <i>District Heads</i> .		—	—
III.— <i>Village Heads</i> .	... ..	438	294
IV.— <i>Judicial</i> :—			
1. Stipends to Presidents and Members	... ..	534	743
2. Sitting Fees of Unsalariated Members	... ..	150	140
3. Scribes	... ..	366	379
4. Messengers	... ..	542	578
5. Good Conduct Pay	... ..	9	—
6. Messengers' Clothing	... ..	28	50
7. Remission of Fees and Fines...	... ..	10	12
V.— <i>Treasury</i> :—			
1. Clerk	... ..	70	78
VI.— <i>Prisons</i> .			
VII.— <i>Police</i> .			
VIII.— <i>Various</i> :—			
1. Transport	... ..	63	83
IX.— <i>Works Recurrent</i> :—			
1. Repairs to Buildings	... ..	28	120
2. Roads and Bridges	... ..	31	75
3. Tools and Necessaries	... ..	—	—
X.— <i>Capital Works</i> .			
		<hr/>	<hr/>
Carried forward	... ..	£2269	£2552

## Mamfe Division Native Treasury—contd.

## EXPENDITURE.

			£	£
	Brought forward ...	...	2,269	2,552
XI.— <i>Education</i> :—				
	1. Supervising Headmaster ...	...	144	109
	2. Teachers ...	...	397	423
	3. Contingencies ...	...	5	—
	4. Books Equipment ...	...	129	105
	5. Empire Day ...	...	—	5
	6. Training of Teachers ...	...	—	39
XII.— <i>Surveys</i> .				
XIII.— <i>Medical and Sanitary</i> :—				
	1. Drugs and Dressings ...	...	—	30
XIV.— <i>Forestry and Agriculture</i> .				
XV.— <i>Miscellaneous</i> :—				
	1. Stationery ...	...	2	30
	2. Tax Discs ...	...	17	16
	3. Contingencies ...	...	17	35
	Totals ...	...	£2,980	£3,344

## FINANCIAL STATEMENT.

Balance, 1st April, 1924 ...	...	£2,024
Revenue, 1924-25 ...	...	4,254
		£6,278
Expenditure, 1924-25 ...	...	3,344
Balance, 1st April, 1925 ...	...	£2,934

## Bamenda Division Native Treasury.

## REVENUE.

			1923-24.	1924-25.
			£	£
I.— <i>Tribute</i> :—				
	1. Poll Tax (50 per cent.) ...	...	1,602	3,241
	2. Jangali (50 per cent.)... ..	...	167	300
II.— <i>Native Courts</i> :—				
	1. Fees ...	...	822	916
	2. Fines ...	...	83	113
III.— <i>Other Receipts</i> :—				
	1. Interest on Investments ...	...	—	6
	2. School Fees ...	...	5	—
	3. Market and Cattle Tolls ...	...	163	251
	4. Miscellaneous ...	...	—	30
	Totals ...	...	£2,842	£4,857

## EXPENDITURE.

			1923-24.	1924-25.
			£	£
I.— <i>Central</i> .				
II.— <i>District Heads</i> ...				
III.— <i>Village Heads</i> ...				
	Carried forward ...	...	£974	£1,164

## Bamenda Division Native Treasury—contd.

## EXPENDITURE.

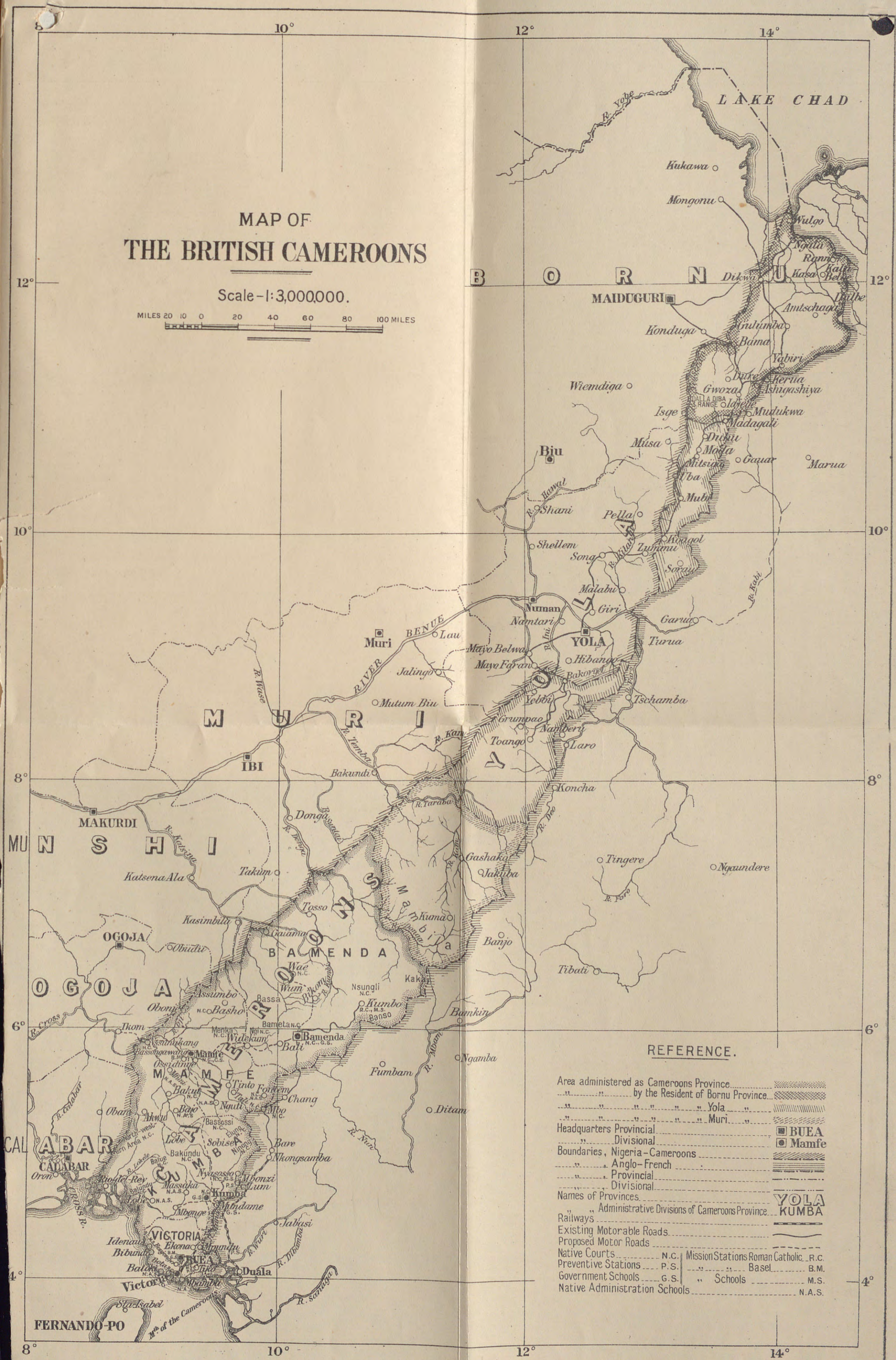
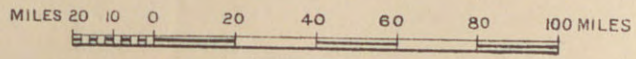
	1923-24.	1924-25.
	£	£
IV.— <i>Judicial</i> :—		
1. Stipends to Presidents and Members	—	—
2. Sitting Fees to Court Members	272	262
3. Court Scribes	169	250
4. Court Messengers	330	398
5. Messengers' Clothing	41	65
6. Remission of Fees and Fines	6	6
V.— <i>Treasury</i> :—		
1. Clerk	22	39
2. Accounting Clerks	65	—
VI.— <i>Police</i> .		
VII.— <i>Prisons</i> .		
VIII.— <i>Various</i> :—		
1. Transport	31	31
IX.— <i>Works Recurrent</i> :—		
1. Repairs to Buildings	66	75
2. Repairs to Roads and Bridges	138	289
3. Tools and Necessaries	—	19
X.— <i>Capital Works</i>	—	—
XI.— <i>Education</i> :—		
1. Teachers	132	143
2. Transport	—	2
3. Books and Equipment	71	53
4. Empire Day	—	1
5. Grants-in-Aid	30	30
6. Training of Teachers	—	69
XII.— <i>Surveys</i> .		
XIII.— <i>Medical and Sanitary</i> :—		
1. Dressers	—	28
2. Labour	16	—
3. Vaccinators	28	—
4. Drugs and Dressings	10	5
XIV.— <i>Forestry and Agriculture</i> .		
XV.— <i>Miscellaneous</i> :—		
1. Stationery	2	59
2. Tax Discs	16	33
3. Contingencies	3	—
4. Other Expenditure	32	—
Totals	£2,454	£3,021

*Financial Statement.*

Balance	1st April, 1924	... ..	£1,374
Revenue	1924-25	... ..	4,857
			£6,231
Expenditure	1924-25	... ..	3,021
Balance	1st April, 1925	... ..	£3,210

# MAP OF THE BRITISH CAMEROONS

Scale - 1:3,000,000.



## REFERENCE.

Area administered as Cameroons Province	
Area administered by the Resident of Bornu Province	
Area administered by the Resident of Yola	
Area administered by the Resident of Muri	
Headquarters Provincial	
Headquarters Divisional	
Boundaries, Nigeria - Cameroons	
Boundaries, Anglo-French	
Boundaries, Provincial	
Boundaries, Divisional	
Names of Provinces	<b>YOLA</b>
Names of Administrative Divisions of Cameroons Province	<b>KUMBA</b>
Railways	
Existing Motorable Roads	
Proposed Motor Roads	
Native Courts	N.C.
Preventive Stations	P.S.
Government Schools	G.S.
Native Administration Schools	N.A.S.
Mission Stations Roman Catholic	R.C.
Mission Stations Basel	Basel
Schools	M.S.

R.30 1926

SOCIÉTÉ DES NATIONS.

LEAGUE OF NATIONS.

Classement.	MANDATES. <b>FAMINE IN RUSSIA</b>	REGISTRY.		
		Classement <del>17</del>	Document No. <b>52035</b>	Dossier No. 5322

Expéditeur.

Sujet.

British Mandate over the Cameroons

Requre in Annexion, 1925

See Schedule within

Date.

L'USAGE DE CET EMPLACEMENT EST RÉSERVÉ AU REGISTRY.

REMETTRE CE DOCUMENT À—  
(En Premier lieu.)

DATE.

REMETTRE CE DOCUMENT À—  
(En second lieu).

Date.

Réponses, &c. (Out Letter Book):—

I Mandates B2 ✓ 10.6.26

Capt Walters ✓ 17 JULY 1926

II Mandates Section ✓ 10.7.26

Mandates S<sup>2</sup> ✓ 13.7.26

III Mandates S<sup>2</sup> ✓ 10.7.26

Mr Walters ✓ 14.7.26

Mandates Section ✓ 14.7.26

Legals S<sup>2</sup> ✓ 16.7.26

Political B ✓ 16.7.26

Public Information S<sup>2</sup> ✓ 17.7.26

Document précédent } No. 47249

IV Mandates S<sup>2</sup> ✓ 27.8.26

By req. Mandates S<sup>2</sup> ✓ 4.XI.26

V Communiqué C.P.M. Conseil ✓ 8.XII.26

Mandates S<sup>2</sup> ✓ 10.XI.26

Mr Walters (64) ✓ 10.XI.26

VI Communiqué Conseil États ✓ 11.XI.26

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See Schedule within

See Schedule within

Sommaire.

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Document suivant } No. 53910

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on this subject, please quote

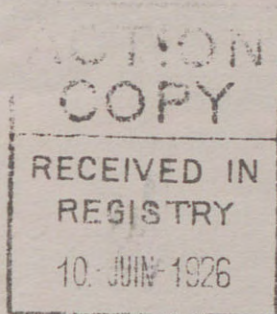
o. W 4980/59/98.

and address—

not to any person by name,

but to—

"The Under-Secretary of State,"  
Foreign Office,  
London, S.W. 1.



Sir:-

I am directed by Secretary Sir Austen Chamberlain to refer to this department's letter No. W 7813/5/98 of the 19th August 1925, transmitting copies of the report on the administration under mandate of the British Cameroons for the year 1924, and to inform you that the report for 1925 will be available for transmission in a few weeks' time for the purpose of examination at the autumn session of the Permanent Mandates Commission.

I am,

Sir,

Your obedient Servant,

The Secretary General,  
League of Nations,  
Geneva.

J. Williams.

Voir suite: Schedule No:

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SCHEDULE NO: \_\_\_\_\_

SECTION. <i>Mandates.</i>	SECTION No. <i>1.</i>	DOCUMENT No. <i>X</i> <i>52035</i>	DOSSIER No. <i>5322</i>
------------------------------	--------------------------	---------------------------------------	----------------------------

Liste des Pièces Contenus.

	Expéditeur.	Date	Destinataire.	Date	Index		A Classer
					A.B.	C.	
1	<i>F.o. Louisa</i>	<i>8.1.26</i>	<i>Ackd</i>	<i>10.VI.26</i>	<i>h</i>	<i>C</i>	<i>k</i>
2	<i>Foreign Office do</i>	<i>8.7.26</i>	<i>Transferred to 12/50617</i>	<i>22.3.26</i>	<i>h</i>	<i>h</i>	<i>h</i>
3	<i>C.P.M. 520</i>	<i>16.XI.26</i>					
4	<i>Colonial Office</i>	<i>8.XI.26</i>	<i>Mr. Bramley Jones</i>	<i>19.XI.26</i>			<i>S</i>
5	<i>695.1926 VII - C.P.M. 549</i>	<i>8.XII.26</i>	<i>Ackd</i>	<i>4.XII.26</i>	<i>C</i>	<i>S</i>	<i>A</i>
6							
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Voir suite: Schedule No: \_\_\_\_\_

DATE OF REGISTRATION

10. JUN 1926

MANDATES 1.

FILE NO:

5922

1926

R.30 1926

SOCIÉTÉ DES NATIONS.

LEAGUE OF NATIONS.

Classement.	MANDATES. <b>FAMINE IN RUSSIA</b>	REGISTRY.		
		Classement <del>1 No</del>	Document No. <b>52035</b>	Dossier No. 5322

Expéditeur.	Sujet.
See Schedule with	British Mandate over the Cameroons Reply in Administration, 1925
Date.	

L'USAGE DE CET EMPLACEMENT EST RÉSERVÉ AU REGISTRY.	REMETTRE CE DOCUMENT À— (En Premier lieu.)	DATE.	REMETTRE CE DOCUMENT À— (En second lieu).	Date.
Réponses, &c. (Out Letter Book):—	I Mandates B/	10.6.26		
	Capl Walters	11.10.26		
	II Mandates Section	10.7.26		
	Mandates S <sup>2</sup>	13.7.26		
	III Mandates S <sup>2</sup>	10.7.26		
	Mr Walters	15.7.26		
	Mandates Section	14.8.26		
	Legals	17.8.26		
	Polit. Sec	16.9.26		
	Public Information Sec.	17.10.26		
	IV Mandates S <sup>2</sup>	27.8.26		
	By-req. Mandates S <sup>2</sup>	4.11.26		
	V Communiqué C.P.M. Conseil P.XII	2		
	Mandates S <sup>2</sup>	10.7.26		
	Mr Walters (64)	10.11.26		
	VI Communiqué Conseil Etats	17.11.26		
Document précédent No. 47269				
See Schedule with				
Sommaire.				
Imprimé.				
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See Schedule with				
Document suivant No 53910				

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52035/5322  
11/12  
17-DEC-1926

LEAGUE OF NATIONS

PERMANENT MANDATES COMMISSION

REPORT ON THE WORK OF THE TENTH SESSION  
OF THE COMMISSION.

(Geneva, November 4th to 19th, 1926.)

Submitted to the Council of the League of Nations.

The Permanent Mandates Commission met at Geneva from November 4th to November 19th, 1926, for its tenth session, during which it held twenty-five meetings, of which one was public. All its members and the representative of the International Labour Organisation were present.

The Commission examined the annual reports on the administration of six mandated territories, together with a certain number of petitions and general questions. The annual reports were examined in the following order in the presence of the accredited representatives of the mandatory Powers, whose names are given below:

1. *Western Samoa (1925-26):*

The Hon. Sir James PARR, High Commissioner for New Zealand in London.

2. *Pacific Islands under Japanese mandate (1925):*

M. Naotake SATO, Envoy Extraordinary and Minister Plenipotentiary in Poland.

3. *Iraq (1923-24 and 1925):*

Sir Henry DOBBS, High Commissioner for Iraq, assisted by Mr. J. H. HALL and Mr. T. I. K. LLOYD, of the Colonial Office.

4. *Cameroons under British mandate (1925):*

Major the Hon. W. G. ORMSBY GORE, M.P., Under-Secretary of State for the Colonies, assisted by Mr. W. E. HUNT, Resident in the Nigerian Administrative Service, and Mr. T. I. K. LLOYD.

5. *Togoland under British mandate (1925):*

Major the Hon. W. G. ORMSBY GORE, assisted by Mr. T. I. K. LLOYD.

6. *Syria and the Lebanon (Final Report, 1925):*

M. Robert DE CAIX, former Secretary-General of the French High Commissariat in Syria and the Lebanon.

DEFINITION OF TERMS CONCERNING THE LIQUOR TRAFFIC.

In a resolution adopted on June 9th, 1926, the Council requested the Permanent Mandates Commission:

- "(a) To consider the views expressed by the mandatory Powers with regard to the definition of the terms concerning the liquor traffic which are found in the mandates, and
- "(b) To inform the Council of such conclusions as it may reach as a result of this further examination of the question."

With a view to ensuring the application of the provision concerning the liquor traffic contained in Article 22 of the Covenant, the Council, when confirming the B Mandates, adopted the following text:

"The Mandatory . . . shall exercise a strict control over . . . the sale of spirituous liquors."

The Convention relating to the Liquor Traffic in Africa signed at St. Germain-en-Laye on September 10th, 1919, is also applicable to the territories under B Mandates, in accordance with Article 8 of the Mandates for the Cameroons and Togoland and Article 9 of those for Ruanda-Urundi and Tanganyika.

When confirming the C Mandates, the Council, in execution of the above-mentioned provision of Article 22 of the Covenant, adopted the following text:

“ The supply of intoxicating spirits and beverages to the natives shall be prohibited. ”

After carefully examining the replies of the mandatory Powers as to the precise meaning of the various terms employed in these texts, the Permanent Mandates Commission has the honour to recommend that they should be interpreted in the following manner:

The expression “ spirituous liquors ”<sup>1</sup> used in the B Mandates and in the above-mentioned Convention shall be taken to mean:

- (a) All distilled beverages,
- (b) All fermented beverages to which distilled products have been added so as to contain over 20 degrees of pure alcohol by weight.

The expression “ trade spirits of every kind ”, used in Article 2 of the Convention of St. Germain, shall be taken to mean “ cheap spirits utilised as articles of trade or barter with the natives ”.

In the C Mandates, the expression “ intoxicating beverages ” should be taken to mean “ any beverage containing more than 3 degrees of pure alcohol by weight ”.

#### AGREEMENTS CONCERNING THE BOUNDARY BETWEEN THE MANDATED TERRITORY OF SOUTH-WEST AFRICA AND ANGOLA.

The Permanent Mandates Commission notes with satisfaction that the Government of the Union of South Africa and the Government of Portugal have signed agreements concerning the boundary between the mandated territory of South-West Africa and Angola, and the use of the water of the Kunene River. The South African Government has communicated these agreements for the information of the Commission, which has examined them with interest.

The Commission considers that it should call the attention of the Council to the second paragraph of the preamble to the first of these agreements:

“ And whereas under a mandate issued by the Council of the League of Nations in pursuance of Article 22 of the Treaty of Versailles, the Government of the Union of South Africa, subject to the terms of the said mandate, possesses sovereignty over the Territory of South-West Africa (hereinafter referred to as the Territory) lately under the sovereignty of Germany; ”

In accordance with Article 119 of the Treaty of Versailles, “ Germany renounces in favour of the Principal Allied and Associated Powers all her rights and titles over her oversea possessions ”. Article 22 of the Covenant of the League of Nations lays down the principle in accordance with which the administration of these territories has been entrusted to advanced nations as Mandatories on behalf of the League.

The Principal Allied and Associated Powers on May 7th, 1919, decided that the mandate for German South-West Africa should be conferred upon His Britannic Majesty, to be exercised on his behalf by the Government of the Union of South Africa, and on December 17th, 1920, the Council of the League of Nations defined the terms of the mandate.

The powers exercised by the Union of South Africa are those conferred by the arrangement which has just been described and which has been accepted by the Government of the Union.

Under the circumstances, the Commission doubts whether such an expression as “ possesses sovereignty ” used in the preamble to the above-mentioned Agreement, even when limited by such a phrase as that used in the above-quoted passage, can be held to define correctly, having regard to the terms of the Covenant, the relations existing between the mandatory Power and the territory placed under its mandate.

#### SUPERVISION OF THE FRONTIER BETWEEN SYRIA AND TRANSJORDAN.

The Commission hopes that an understanding will be reached between the mandatory authorities of Syria and Transjordan for the supervision of their common frontier.

<sup>1</sup> The term “ spirits ” is identical.

OBSERVATIONS OF THE PERMANENT MANDATES COMMISSION REGARDING  
CERTAIN TERRITORIES UNDER A, B AND C MANDATES.

The following observations have been drawn up by the Permanent Mandates Commission after an examination of the situation of each territory in the presence of the accredited representative of the mandatory Power concerned. For their full understanding, reference should be made to the Minutes of the meetings at which the questions concerning the different territories were discussed.

TERRITORIES UNDER A MANDATE.

Iraq.

On November 8th and 9th, 1926, in the presence of Sir Henry Dobbs, High Commissioner of His Britannic Majesty's Government in Iraq, and accredited representative of the mandatory Power, the Permanent Mandates Commission held four meetings and examined two reports on the administration of Iraq, covering the period from April 1923 to the end of 1925. The Commission (as in the case of Palestine) did not consider that it should examine reports anterior to this period.

In view of circumstances which there is no need to recapitulate, the Commission has previously been unable in the normal course to consider the reports which had been received on the administration of Iraq, and consequently has been unable to give the Council any opinion as to the measures taken to give effect in that country to the provisions of Article 22 of the Covenant. The period prior to the report of 1923-24 was marked by an event of outstanding importance — the Treaty of Alliance concluded between His Britannic Majesty and His Majesty the King of Iraq, signed at Bagdad on October 10th, 1922, by which the independence of Iraq was implicitly recognised<sup>1</sup>.

The work of the Commission was greatly facilitated by the clear and detailed preliminary statement made by the High Commissioner, which not only enabled it to form a correct impression of the course of events which led up to the present situation in Iraq, but also to understand more clearly the position of affairs described in the last report. This statement is reproduced *in extenso* in the Minutes of the seventh meeting.

The Commission was also glad to have received the report of the Financial Mission, under Commander Hilton Young, which throws much light on the matters with which it deals.

The accredited representative stated that it was very difficult to prepare annual reports on Iraq in time to reach Geneva by May 20th, and accordingly the Commission proposes that these reports should in future be sent in so as to arrive by September 1st, this date having already been adopted for a number of other reports.

*General Observations.*

The Committee examined more particularly the fundamental provisions of the Organic Law which was adopted by the Iraq Constituent Assembly on July 10th, 1924, and the practical application of the clauses of the Treaty of Alliance and the agreements by which it is supplemented.

The accredited representative explained the guiding principles of the policy pursued by the British Government. He summarised this policy in the following words: "Iraq governed for Iraqi and by Iraqi, helped by small numbers of British advisers and inspectors". He emphasised the spirit of cordial co-operation which characterises the relations of the national Administration of Iraq and the staff of its British advisers.

Sir Henry Dobbs also laid stress on the fact that, despite political complications, both internal and international, which marked the early days of the mandate, and despite the failure of a first attempt at direct British administration, the representative system had been introduced into the country without any serious disturbance of public order, and this although Iraq was little prepared for such a system by its traditions and its history.

The statements made by the accredited representative could not but make a favourable impression on the Commission.

*Special Observations.*

1. *Administration of the Kurdish Districts.* — In view of the recommendation recorded in the Council's resolution of March 11th, 1926, the Commission examined with particular care, in

<sup>1</sup> Treaty of Alliance, Article 1. "At the request of His Majesty the King of Iraq, His Britannic Majesty undertakes, subject to the provisions of this Treaty, to provide the State of Iraq with such advice and assistance as may be required during the period of the present Treaty, without prejudice to her national sovereignty . . ."

the light of the British Government's Memorandum of February 24th, 1926, and the two annual reports, the measures taken for the administration of the Kurdish districts.

According to these documents and the additional explanations given by Sir Henry Dobbs, the Government of Iraq, in agreement with the British High Commissioner, has carried out the policy recommended by the Mosul Commission. It is stated that the large majority of officials, magistrates and teachers in these districts are Kurds; that a large number of Kurds exercise official duties in other parts of Iraq, that some have held office in the Iraq Ministry, and, lastly, that Kurdish is the official language of the districts of Arbil and Sulaimaniya. The mandatory Power is requested to inform the Mandates Commission of any important modification which may take place in the administration of the Kurdish districts.

2. *Other Recommendations of the Mosul Commission.* — The Mandates Commission, in accordance with the Council's request, considered the Mosul Commission's suggestions in regard to: (1) measures to ensure peace; (2) the assurance of equal protection to all sections of the population and, in particular, to non-Moslem communities; and (3) measures in connection with trade.

The Mosul Commission had made certain proposals for the protection against possible reprisals of those inhabitants of the territory in dispute who had opposed union with Iraq. The High Commissioner informed the Mandates Commission that an amnesty had been proclaimed following upon the treaty concluded between Great Britain, Iraq and Turkey, that the inhabitants who had declared for Turkey had not been worried in any way and that the agitation noted by the Mosul Commission had subsided as soon as the recommendations of that Commission became known.

As regards the measures to afford equal protection to all elements of the population, the Commission's attention was drawn to Articles 13 and 16 of the Organic Law which proclaim freedom of conscience and authorise the establishment by the various communities of schools where instruction is given in their own language. The position of the Assyrians, however, still seems somewhat uncertain in view of the difficulty in finding a sufficiently large area to accommodate them as a homogeneous unit, and the Commission would be glad of additional information on the points specially mentioned by the Mosul Commission.

In the opinion of the Mandates Commission, there would appear to be no occasion at present to appoint a League of Nations delegate to ensure the protection of all sections of the population.

The High Commissioner informed the Commission that a Transit Convention had been concluded with Syria whereby goods in transit are subject to only a trifling *ad valorem* duty of one-half per cent. The Turkish Government has so far prohibited all trade relations with Iraq, but it is hoped that the situation will be improved as a result of the work of the Commission provided for in the recent treaty with Turkey.

3. *Tribal Administration.* — The Commission heard with special interest the views of the High Commissioner in regard to the determination of Crown Lands, especially in tribal areas. It was also greatly interested in the reasons given for the Tribal Disputes (Civil and Criminal) Law, with a view to the prevention of blood-feuds, and the settlement of quarrels in a manner understood and accepted by the Shaikhs and their people.

4. *Public Finance.* — The Commission noted that the reform of the land taxes and a tax on profits or "turnover" are under consideration, and it will be glad to learn what conclusions are reached on this subject.

The final decision as to the liability of Iraq in respect of the Ottoman Debt is also a matter of great interest.

The Commission will also be glad to receive the information which the accredited representative has promised to give in the next report regarding the nature, number, method of collection and yield of the principal taxes, as well as the amount of the debt at present due by Iraq to Great Britain, and also the amount of the sums expended by the mandatory Power for which repayment is not requested.

5. *Labour.* — The Commission will be glad of information as to any provisions of the Ottoman law governing relations between employers and employed which may still be in force in Iraq, and also as to the terms of the contracts of railway employees.

6. *Education.* — The Commission hopes that the next report will contain further details as to rural schools and primary and secondary schools in towns.

7. *External Relations. Frontiers.* — The Commission hopes that the final delimitation of the frontier between Iraq and Syria may be undertaken without undue delay.

It asks the British Government to include in future reports a list of international conventions applicable to Iraq.

## Syria and Lebanon.

### I. *Supplement to the Report submitted to the Council by the Commission on the Work of its Eighth Session (Rome, February-March, 1926).*

It will be remembered that the Permanent Mandates Commission held an extraordinary session at Rome, beginning on February 16th, 1926, to examine a *provisional* report submitted by the mandatory Power with regard to the situation in Syria in 1925.

That year was marked by grave events in the mandated territory: the outbreak of an insurrection in the Jebel Druse and the extension of these disturbances to various parts of Syria, and particularly to the city of Damascus.

The provisional report examined at the eighth session at Rome was submitted in response to the desire of the Permanent Mandates Commission that the mandatory Power should communicate to it a written report, fully substantiated, on the events which had led to the revolt of 1925 and on the policy which the mandatory Power intended to adopt in future. At its meeting on December 9th, 1925, the Council approved the Commission's proposal to hold an extraordinary session at Rome for this purpose.

Concurrently with the provisional report of the mandatory Power, the Permanent Mandates Commission examined, during its eighth session, a large number of petitions in which inhabitants of Syria, or groups claiming to be their mouthpiece, protested against the policy and the acts of the mandatory authorities and against the excesses which were alleged to have characterised the suppression of the disturbances.

The documents at its disposal enabled the Commission, in its report on its eighth session, to pronounce upon the events which led to the rebellion and, in the light of the declaration of the accredited representative of the mandatory Power, to form an estimate of the policy which that Power intended to adopt in future.

The Commission was unable, however, to form an opinion as to the truth of the accusation alleging that excesses, violence and cruelty had attended the suppression of the revolt, as no documents concerning enquiries had been communicated to it.

On this last point, therefore, the Commission reserved its opinion, pending the receipt of reports on the enquiries which the mandatory Power had promised to pursue.

These reports were forwarded to the Secretary-General of the League of Nations by the French Government on October 29th, 1926, and distributed to the members of the Permanent Mandates Commission<sup>1</sup>.

They are three in number, namely:

1. Enquiry by M. Daclin, Councillor and magistrate, entrusted with the investigation of the political and administrative acts denounced to the League;
2. Enquiry by Colonel Raynal (retired) into acts denounced to the League (military part).
3. Report by General Gamelin concerning the charges made against the French High Command by the authors of petitions addressed to the League of Nations.

There is one observation which applies equally to all three documents; they are the work of well-known persons, who, have guaranteed the accuracy of the facts reported and the reliability of all the positive conclusions contained in the reports. This, in the opinion of the Commission, lends particular weight to the conclusions reached.

The Commission has been favourably impressed by the conscientious manner in which the enquiries were conducted and by the special care taken to exhaust every means of investigation and enable the reader of the reports to form an opinion as to the soundness of the methods employed to discover the truth. The Commission considers that no enquiry carried out by officials of the mandatory Power could have furnished fuller guarantees of impartiality.

\* \* \*

The bulk of M. Daclin's report is concerned with political and administrative acts which preceded the Jebel Druse rebellion.

Accordingly, the enquiry conducted by this magistrate dealt with events which the Mandates Commission had examined during its eighth session and regarding which it had already formed conclusions recorded in the ninth paragraph of its observations on the provisional report for 1925.

The Commission would merely observe that the facts established by the investigating magistrate and his conclusions fully confirm its own judgment on the policy pursued in the Jebel Druse and the responsibility for these events incurred by certain representatives of the mandatory Power.

The Commission has also found in the final report for 1925 confirmation of several of the opinions expressed in the report on its eighth session with regard to the circumstances which favoured the spread of the revolt to Damascus and other parts of Syria and the Lebanon.

<sup>1</sup> As, for reasons of economy, the reports of enquiry cannot be reprinted, the Commission recommends that they be placed in the Library of the League of Nations and held at the disposal of those who may wish to consult them. It further recommends that the same action be taken as regards petitions examined by the Commission, the texts of which are not annexed to the Minutes of the Session.

The Commission feels that, at its Rome session, it completed the first two parts of its task as fully as it was able; on this occasion, therefore, it has devoted its attention to the reports of the enquiries dealing with the suppression of the rebellion.

It expresses the hope that, in June 1927, when it comes to examine the next annual report on the administration of Syria, it will be able to record the tranquillising effect of the policy of the mandatory Power under the direction of the new High Commissioner of the Republic in Syria and the Lebanon. It earnestly hopes that it may not again have to refer to events of such a particularly painful character.

\* \* \*

In view of the reports on enquiries which have been submitted, the individual replies to petitions which have been given by the mandatory Power, and the additional explanations which have been furnished by the accredited representative at the present session, the Commission is now in a position to give its opinion as to the value of the accusations brought against the mandatory Power with reference to the circumstances in which the revolt of 1925 was suppressed. As has already been mentioned, the Commission, at its Rome session, had to postpone this question, as it did not possess sufficient positive information to give an opinion.

The number of petitions and of the facts revealed thereby is so large that the Commission cannot make any definite pronouncement on them individually. Nevertheless, these facts, by their nature and recurrence, constitute a body of evidence which perhaps may justifiably serve as a basis for a general opinion.

The Commission, after carefully examining the reports submitted by the mandatory Power, considers that there is no reason to affirm that the suppression of the revolt was carried out in an abnormal manner or was accompanied by reprehensible excesses. If there have been acts of harshness, if there have been distressing incidents, if there have been innocent victims, these events are unfortunately such as usually occur in the course of all forcible measures of this kind.

The Commission can only express the hope that such measures of suppression will never be necessary again, and that a lasting state of peace will be established without delay.

## II. *Observations on the Final Report for 1925.*

The Commission notes with satisfaction that the final report for 1925, which is appreciably more complete than the provisional report for the same year, contains information on almost all the technical points mentioned in the observations adopted by the Commission at its eighth session.

1. *Legislative Texts.* — The Commission has not yet received the collection of the laws and regulations promulgated in the territories during the year 1925, the transmission of which is provided for by Article 17 of the Mandate, and to which special reference was made in the Council resolution of September 15th, 1925.

2. *Foreign Relations: Frontiers.* — The Commission hopes that it may be possible in the near future to take steps to secure the final delimitation of the frontier between Syria and Iraq. It would be glad to receive the text of the commercial conventions concluded with Turkey on July 26th, 1925, and with Nedj on September 24th, 1925.

3. *Representative Councils.* — The Commission would be glad to receive detailed information which would enable it in future to form an estimate as to the work accomplished by the representative councils.

4. *Personnel.* — The Commission would like to know exactly what is the position, from the administrative point of view, of the officers of the Intelligence Service of whom it is said, on page 42 of the report, that they are "not so much a military organisation as a civil organisation placed under the authority of the High Commissioner." In particular, it would be glad to learn whether they form part of the personnel referred to on page 40 of the report whose salaries are paid by the French State.

5. *Public Finance.* — The Commission hopes that future reports will contain more detailed information regarding the various budgets and accounts.

## TERRITORIES UNDER B MANDATE.

### → Cameroons and Togoland under British Mandate.

#### *Observations common to both Territories.*

The Commission wishes to express its appreciation of the courtesy of the mandatory Power in forwarding to it copies of the report by Major the Hon. W. G. Ormsby Gore on his visit to West Africa during the year. The very interesting information contained in this document concerning the policy of the mandatory Power in the territories under its mandate, as well as the supplementary details furnished orally by Major Ormsby Gore before the Commission, were of great value to its members.

## Cameroons.

### *General Observations.*

The Commission records its appreciation of the full and complete response to its request for information as to the definite policy of the mandatory Power, more particularly in regard to the moral, social and material evolution of the native population. It notes with particular interest the steps which it is proposed to take for the improvement of native agricultural methods, and also the attention which has been paid to the difficult problem of the relation between the economic development and the well-being of the natives in the mandated territory.

The Commission would appreciate further information in the next report as to the prospects of developing the educational and medical work in the central part of the mandated territory, particularly in the Adamawa district with its population of over 100,000.

### *Special Observations.*

1. *Slavery.* — The Commission is glad to have received such full information concerning the measures taken to suppress slavery. It notes with satisfaction that close co-operation exists between the British and French authorities on the northern frontier for the purpose of stamping out the slave trade, and that steady progress has been made in this direction.

2. *Labour.* — The Commission will follow with interest the application of the new legislation with regard to conditions of labour in the Cameroons Province which is now under consideration. It would be interested in particular to learn what arrangements are being made to provide more adequate medical service on the European-owned plantations, and hopes that the mandatory Power will, as far as practicable, include in the annual reports more complete statistics concerning the labourers employed on the plantations and elsewhere, showing, for instance, where they come from, their diet and the mortality and morbidity rates.

3. *Education.* — The Commission notes that the mission schools in the Cameroons Province have recently been reorganised and are now supervised. It would appreciate full information as to the steps which have been taken in this connection.

4. *Liberty of Conscience.* — The Commission would like to receive further information concerning the composition and the work of the Board of Trustees in whom the property of the ex-German (Roman Catholic) missions is to be vested.

5. *Public Health.* — Further information concerning the work done by the African Female Health Visitors in the interests of infant welfare would be appreciated.

## Togoland.

1. *Labour.* — The Commission would like to find in the next report statistics regarding the number of labourers employed by various Government departments and for private enterprises in the territory.

2. *Liquor Traffic.* — The Commission noted the figures in the report showing that the quantity of spirituous liquors imported into the Gold Coast had increased considerably in recent years. According to the statements of the accredited representative, the bulk of the alcohol imported is, however, consumed in the cocoa-growing districts of the Gold Coast Colony, while very little is consumed in Togoland.

The Commission noted with interest a special ordinance (No. 1 of 1925) imposing on persons holding licences to sell spirits, etc., the obligation to furnish the authorities with records of the amounts bought and sold. It will follow with interest any further developments as regards the control of the issue of spirit licences in the territory.

3. *Public Health.* — The Commission regrets that no information concerning public health matters in certain regions of the mandated area was given, and hopes that in future the reports of the medical officers in these regions will be received in time for inclusion in the report.

It will follow with interest any measures which the mandatory Power may take in educating natives for co-operation in medical work.

4. *Moral, Social and Material Welfare.* — The Commission will appreciate further information about the constitution of native tribunals and the method of selection of their members referred to in paragraph 12 of the report.

5. *Public Finance.* — The Commission noted with satisfaction the fuller details concerning the finances of Togoland, particularly as regards the amounts actually spent in the territory. In future reports it would, however, like to find the comparative statements of revenue and expenditure for the last two or three financial years.

Under the heading "Public Debt Charges" of the Administration of the Gold Coast, of which a proportionate share had in the financial statistics been assigned to the mandated territory (page 115), the following item is found: "Proportionate share of expenditure *re* £4,000,000 Six per Cent Loan: £21,726 7s. 7d." Further information about this item would be appreciated.

#### TERRITORIES UNDER C MANDATE.

##### Western Samoa.

###### *General Observations.*

The Commission notes with satisfaction the continued prosperity of the Islands. It will follow with interest the further development of native administration through such organisations as the Fono of Faipules, and the District Councils and Village Committees.

Definite information concerning the area, population and general character of the small islands belonging to the mandated territory would be appreciated.

###### *Special Observations.*

1. *Labour.* — The Commission would appreciate further information with regard to Clause 47 of the Native Regulations (Samoa) Order of 1925, and concerning the compulsory labour imposed by the District Councils in connection with sanitation and the upkeep of communications.

The success of the free labour system for Chinese workers is noted with interest.

The Commission will be glad to receive information in the next report concerning conditions of labour among the employees of the Stevedoring Syndicate.

2. *Education.* — The Commission will follow with interest such steps as may be taken to carry out in Western Samoa the educational policy approved by the Conference on educational problems in the Pacific Islands under New Zealand administration, which was held at Wellington in January 1926. It noted with satisfaction that the programme adopted was adapted to the daily work and needs of the native population.

3. *Public Health.* — A full explanation of the extent to which the public health and medical work in Western Samoa is carried out directly by the Administration, and to what extent by the various missionary societies established in the territory, as well as information concerning such financial and other support as is given by the Administration to the medical work of the missions, would be appreciated.

4. *Land Tenure.* — The Commission would like to receive information concerning the project of converting communal tenure into individual ownership of native lands which has recently been inaugurated, as well as concerning the proportion of the natives who have accepted land on the new terms.

5. *Public Finance.* — The Commission would appreciate information regarding the total amount of direct taxes paid by non-natives and where they appear in the budget, and such data concerning the wealth and cost of living of the average native as would enable it to form a considered opinion of the burden of taxation imposed upon him.

##### Pacific Islands under Japanese Mandate.

###### *General Observations.*

The Commission wishes to express its appreciation of the courtesy of the Japanese Government in forwarding to it a copy in Japanese of the Collection of the Laws and Regulations of Japan and an album containing photographs of the islands under Japanese mandate.

###### *Special Observations.*

1. *Labour.* — The Commission would appreciate information concerning the methods employed in securing the necessary labour for the maintenance of village sanitation and the upkeep of public roads.

The Commission notes the new information concerning the system for the cultivation and the refining of sugar-cane on the Island of Saipan. It will follow with interest the evolution of this system, from which it trusts that the natives will derive nothing but benefit.

2. *Public Finance.* — In order to get a clearer indication of the total sums spent for such purposes as education, public health, police, the Commission would be glad if the various amounts now dispersed under several heads, such as salaries and office expenses, in the budgets could be clearly grouped under each particular head of service.

## OBSERVATIONS OF THE PERMANENT MANDATES COMMISSION ON PETITIONS.

In the course of its tenth session, the Commission considered a certain number of petitions and the observations made by the mandatory Powers concerning them. The conclusions reached by the Commission are set forth below:

### I. — Syria and the Lebanon.

#### A. GENERAL.

The different petitions concerning Syria have been classified under the following headings:

1. Telegrams (and several letters) containing protests of a general nature <sup>1</sup>.
2. Complaints against different aspects of the policy of the mandatory Power, 1920-25 (up to the arrival of M. de Jouvenel in Syria) <sup>1</sup>.
3. (a) Complaints regarding various incidents between 1920 and 1925 (measures of repression, etc.).  
(b) Complaints concerning the measures of repression, 1925-26.
4. Complaints with regard to the policy of the mandatory Power since the arrival of M. de Jouvenel, 1925-26.
5. Miscellaneous:  
(a) Petition concerning the conditions of option for Lebanese nationality.  
(b) Petition regarding the northern frontier of Syria.

The documents appearing under No. 1 have not been examined by the Commission, which merely noted that the allegations they contained did not call for any special observations on its part.

The petitions mentioned under No. 2 do not contain any political complaints which have not already been carefully considered by the Commission at its eighth (extraordinary) session, held at Rome. The Commission expressed its opinion with regard to them in the conclusions of its report to the Council on that session and has accordingly thought it unnecessary to revert to these complaints.

The petitions under No. 3 relate to incidents which occurred between 1920 and 1925 and also to repressive measures and military incidents of later date. Regarding these petitions, the Commission desires to make the observations given below under "B".

The documents appearing under No. 4 relate to complaints made regarding the policy adopted by the mandatory Power after the arrival of M. de Jouvenel as High Commissioner in Syria. With one exception, they have not given rise so far to any observations by the mandatory Power. The Commission has therefore decided to postpone consideration of these documents until its next session, so as to enable the mandatory Power, should it consider it desirable, to answer the charges contained therein. The only petition in this group considered by the Commission relates to the delay in bringing into force the Organic Law provided for in Article 1 of the Mandate <sup>2</sup>. Having regard to the circumstances which led to this delay, the Commission has merely noted that the Council of the League had already noted, without comment, the statement made on this matter by the French representative on September 20th, 1926.

The conclusions of the Commission with regard to the two petitions mentioned under No. 5 will be found under "C" and "D" below.

Before proceeding to consider the various complaints made in the petitions which it specially examined, the Commission desires to point out that, among the very large number of petitions addressed to it, only one came directly from the mandated territory. Complaints regarding the administration of the mandatory Power usually reach the League of Nations through persons living outside Syria. The Commission considers that this practice is highly regrettable, since it is prejudicial not only to the interests of the population but, above all, to the satisfactory working of the Mandates system. If the inhabitants of mandated territories desirous of lodging a petition with the League applied direct to the representatives of the mandatory Power, their complaints could be more speedily considered by the local authorities and by the Permanent Mandates Commission itself.

#### B. OBSERVATIONS OF THE COMMISSION ON PETITIONS RELATING TO MISCELLANEOUS INCIDENTS, MEASURES OF REPRESSION AND MILITARY EVENTS.

- 3 (a) Complaints regarding various incidents between 1920 and 1925 (repressive measures, etc.).  
(b) Complaints regarding repressive measures, 1925-26.

The complaints grouped in this category are contained in the following documents:

(a)

C.P.M. 289. Letter from the Emir Chekib Arslan, dated Geneva, September 15th, 1926.

C.P.M. 317. Letters with annexes from the Emir Chekib Arslan, dated Geneva, October 13th, and 26th, 1925.

<sup>1</sup> A list of most of the communications in this category appears as Annex II to the Minutes of the Eighth Session of the Commission.

<sup>2</sup> This petition (C.P.M. 478), dated October 2nd, 1926, from Emir Chekib Arslan, M. Ihsan El Djabri and M. Riad El Souh, was answered by a letter from the French Government of November 7th, 1926 (C.P.M. 507).

- C.P.M. 331. Letter with annexes from the Emir Chekib Arslan, dated Lausanne, November 4th, 1925.  
C.P.M. 364. Petition from the " Executive Committee of the Syro-Palestinian Congress ", dated Cairo, September 20th, 1925<sup>1</sup>.  
C.P.M. 372. Letter from the Emir Chekib Arslan and M. Ihsan El Djabri, dated Rome, February 12th, 1926.

(b)

- C.P.M. 317. Letters from the Emir Chekib Arslan, dated Geneva, October 21st and 26th, 1925, and telegrams from several Syrians and Lebanese of Cairo, dated October 24th, 1925.  
C.P.M. 323. Telegram from the " Executive Committee of the Syro-Palestinian Congress ", dated Cairo, October 28th 1925.  
C.P.M. 329. Letter from the Emir Chekib Arslan, dated Lausanne, October 20th, 1925, forwarding a telegram.  
C.P.M. 363. Letter from the " Executive Committee of the Syro-Palestinian Congress ", dated Cairo, January 29th, 1926, forwarding several annexes.  
C.P.M. 368. Letter from the " Executive Committee of the Syro-Palestinian Congress ", dated Cairo, February 4th, 1926, forwarding several annexes.  
C.P.M. 378. Letter from Emir Chekib Arslan and M. Ihsan El Djabri, dated March 1st, 1926, forwarding several telegrams.  
C.P.M. 392. Letter, undated, with annexes, signed by the Emir Chekib Arslan and Ihsan El Djabri.  
C.P.M. 416. Telegrams from Mr. Dawson, New York, May 8th, 1926, from the " Committee of Tradespeople ", Cairo, May 19th, 1926, and from the " Arab Congress of Palestine ", Jerusalem, May 20th, 1926.  
C.P.M. 432. Letter from the " Executive Committee of the Palestinian Congress ", dated Cairo, June 4th, 1926, forwarding several annexes.  
C.P.M. 433. Letter from the " Executive Committee of the Syro-Palestinian Congress ", dated Cairo, June 10th, 1926, forwarding an annex.  
C.P.M. 434. Letter from the " Executive Committee of the Syro-Palestinian Congress ", dated Cairo, June 6th, 1926, forwarding several annexes.  
C.P.M. 440. Letter from the Emir Chekib Arslan and M. Ihsan El Djabri, dated Geneva, June 7th, 1926.  
C.P.M. 462. Letter from the " Executive Committee of the Syro-Palestinian Congress ", dated Cairo, July 3rd, 1926.

The French Government has submitted its observations on the allegations contained in documents C.P.M. 432, 433 and 434 in a letter dated November 4th, 1926, and references to certain other petitions are to be found in the reports of General Gamelin, Colonel Raynal and Councillor Daclin (magistrate), as well as, in so far as the petition constituting document C.P.M. 440 is concerned, in the statement made by M. de Jouvenel published in the Minutes of the Ninth Session of the Commission, pages 111 and following.

1. The majority of the facts alleged in the different petitions examined by the Mandates Commission have been made the object of enquiries, the conclusions of which have been submitted to the Commission by the mandatory Power either in writing or through its accredited representative. On others, the Commission is still awaiting official information.

2. Most of the petitioners' allegations on which the Commission has received detailed information from the mandatory Power relate to matters the accuracy of which is disputed by the latter. In other cases, the Mandatory has represented that the facts complained of were inevitable and the result of exceptional circumstances inseparable from warlike operations. The Commission notes that the mandatory Power imputes a large number of atrocities to the insurgents and that it states, in particular, that, through their agency, fires in some cases spread over large areas.

3. The Commission has noted that the petitioners often accuse the Armenian and Circassian auxiliaries of excesses. It considers that the use of such troops imposes upon the mandatory Power the obligation of giving them as large a quota as possible of French officers in order to prevent the excesses to which their employment might otherwise give rise.

4. The Commission considers that the mandatory Authorities should have recourse to such extreme measures as air bombardment, burning, destruction of villages and collective fines only in cases of absolute necessity and then only under the direct supervision of French officers.

The Commission notes with pleasure that the accredited representative of the mandatory Power has stated that, so far as he is aware, the French military authorities are guided by these views in applying the methods of repression.

5. The Commission cannot give a categorical judgment on all the incidents which occurred in the course of the operations of military repression. It will therefore confine itself to recording its general impression. Nothing justifies it in supposing that this repression was carried out with an avoidable and hence reprehensible severity. The distressing accidents of which certain inhabitants of the mandated territories may have been the innocent victims are particularly regrettable as affecting a population administered in the name of the League of Nations. The Commission expresses the fervent hope that if, contrary to its expectations, it proves necessary to apply military measures, the military authorities of the mandatory Power will always bear in mind the particularly delicate character of their mission.

6. The accredited representative stated that the mandatory Power had made it possible for every inhabitant of the territory to bring his complaints against the offences, infringements of civil law or administrative abuses of native officials before an administrative or judicial tribunal. The Commission hopes that the policy followed in Syria will always be such as to convince all the inhabitants that their legitimate interests will in every case receive prompt and effective protection by the authorities. The Commission has learnt with pleasure that the High Commissioner intends to give his special attention to this matter, the importance of which from the point of view of the prompt and complete pacification of the country cannot be exaggerated.

C. PETITION FROM THE " LEBANESE COMMITTEE OF PARIS ", DATED JUNE 16th, 1926, CONCERNING THE CONDITIONS OF OPTION FOR LEBANESE NATIONALITY (Doc. C.P.M. 458).

The petitioners protest against the formula by which the French Government makes the acquisition of Lebanese nationality by Lebanese emigrants conditional on its authorisation. They also ask for an extension of the date fixed by which the formalities of option must be concluded.

<sup>1</sup> The text of this petition is given in the Annexes to the Minutes of the Eighth Session of the Permanent Mandates Commission.

In its observations on this petition, dated November 6th, 1926 (Doc. C.P.M. 506), the French Government declared that this formula had been included in the declaration in order to give legal effect to Article 34 of the Treaty of Lausanne, which in the cases in question required the consent of the Government exercising authority in the territories detached from Turkey. The mandatory Power declares, moreover, that it did not use this formula with the purpose of setting aside optants, and the accredited representative informed the Commission that the question of the extension of the date fixed for the formalities of option was now under consideration.

The Commission is of opinion that the explanations of the mandatory Power are entirely satisfactory, and it hopes that the examination of the question of the extension of the date fixed for the fulfilment of the formalities of option will result in a decision favourable to the petitioners.

D. PETITION FROM CERTAIN INHABITANTS OF ALEPPO REGARDING THE NORTHERN FRONTIER OF SYRIA, FORWARDED BY THE FRENCH GOVERNMENT ON SEPTEMBER 21ST, 1926.

The Commission adopted the conclusions contained in the report submitted to it by M. Orts. This report is annexed to the present document.

II. — South-West Africa.

PETITION OF MR. FRANZ GRAMOWSKI, DATED WINDHOEK, APRIL 25TH, 1926, AND FORWARDED BY THE GOVERNMENT OF THE UNION OF SOUTH AFRICA ON SEPTEMBER 8TH, 1926.

At its sixth session, the Permanent Mandates Commission declared itself not competent to deal with a petition from Mr. Franz Gramowski, dated July 18th, 1924, claiming compensation for the non-renewal of a retail licence to sell spirituous liquors in his hotel premises at Windhoek.

In a new petition, dated April 25th, 1926, the petitioner protests against the validity of the following laws, promulgated in the mandated territory and still in force there:

1. The Liquor Licensing Proclamation 1920, section 42, paragraph 5;
2. The Indemnity Act of 1920.

As this petition is not founded on any provision of the Covenant or of the mandate, and, moreover, concerns claims which might apparently be submitted to a court of the mandatory Power, the Commission is of opinion that it cannot take it into consideration.

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ANNEX.

PETITION FROM CERTAIN INHABITANTS OF ALEPPO REGARDING THE NORTHERN FRONTIER OF SYRIA (Doc. C. P. M. 469).

REPORT BY M. ORTS.

1. In a letter dated September 21st, 1926, the French Minister for Foreign Affairs forwarded to the Secretary-General of the League of Nations, "in accordance with the procedure adopted by the Mandates Commission in the matter of petitions", a protest submitted by a certain number of Christians of the Aleppo district. This document is dated February 24th, 1926, and bears 67 signatures.

2. This protest relates to the "Convention of Friendship and Good-Neighbourly Relations" between France and Turkey, which was initialled at Angora on February 13th, 1926, and signed on May 30th following; it refers in particular to the Protocol fixing the Turco-Syrian frontier, which constitutes Annex I to that Convention.

3. In the first place, the petitioners complain of the cession to Turkey of a "very large territory, including about ten flourishing villages in which they own property." The district in question is apparently that of Killis, where the frontier fixed by the Convention referred to above diverges from the frontier-line traced in the Agreement of October 20th, 1921, and, south of that place, cuts sharply into Syrian territory.

Although the representatives of the mandatory Power have endeavoured to reassure the petitioners on this matter, the latter are afraid that they will be interfered with in the enjoyment of such of their property as will henceforth be situated in Turkish territory, or that they will be deprived of it altogether.

If subsequent events prove these apprehensions to be justified, it would be the duty — which it will certainly not neglect — of the mandatory Power to enforce respect for the rights of Syrian nationals, for whose protection in Turkey it has assumed responsibility.

Article IV of the Convention of May 30th, 1926, which grants most-favoured-nation treatment to Syrian nationals in regard to rights and conditions of residence, provides, *inter alia*, for the right to claim, on behalf of Syrian owners of immovable property in Turkey, the benefits of Article 3



Genève, le 19 novembre 1926.

**SOCIÉTÉ DES NATIONS**

**COMMISSION PERMANENTE DES MANDATS**

**RAPPORT SUR LES TRAVAUX DE LA DIXIÈME SESSION  
DE LA COMMISSION**

(Genève, 4-19 novembre 1926)

*soumis au Conseil de la Société des Nations.*

La Commission permanente des mandats s'est réunie à Genève du 4 au 19 novembre 1926 pour sa dixième session au cours de laquelle elle a tenu vingt-cinq séances dont une a été publique. Tous ses membres ainsi que le représentant de l'Organisation internationale du Travail étaient présents.

La Commission a étudié les rapports annuels relatifs à l'administration de six territoires sous mandat ainsi que plusieurs pétitions et questions d'ordre général. L'examen des rapports annuels a été effectué dans l'ordre suivant et avec la collaboration des représentants accrédités des Puissances mandataires dont les noms sont indiqués ci-dessous :

1. *Samoa occidentale* (1925-26):

L'Honorable sir James PARR, Haut Commissaire de la Nouvelle-Zélande, à Londres;

2. *Iles du Pacifique sous mandat japonais* (1925):

M. Naotake SATO, envoyé extraordinaire et ministre plénipotentiaire en Pologne;

3. *Irak* (1923-24 et 1925):

Sir Henry DOBBS, Haut Commissaire pour l'Irak, assisté de MM. J. H. HALL et T. I. K. LLOYD, du Ministère britannique des Colonies;

4. *Cameroun*, sous mandat britannique (1925):

L'Honorable W. G. ORMSBY GORE, M.P., sous-secrétaire d'Etat au Ministère des Colonies, assisté de M. W. E. HUNT, « Resident in the Nigerian Administrative Service », et de M. T. I. K. LLOYD;

5. *Togo*, sous mandat britannique (1925):

L'Honorable W. G. ORMSBY GORE, assisté de M. T. I. K. LLOYD;

6. *Syrie et Liban* (Rapport définitif 1925):

M. Robert DE CAIX, ancien secrétaire général du Haut Commissariat de la République Française en Syrie et au Liban.

**DÉFINITION DES TERMES RELATIFS AU TRAFIC DES SPIRITUEUX.**

Le Conseil par sa résolution en date du 9 juin 1926 a chargé la Commission permanente des mandats:

« a) D'examiner les opinions exprimées par les Puissances mandataires en ce qui concerne la définition des termes relatifs au trafic des spiritueux qui figurent dans les mandats, et

« b) De faire connaître au Conseil les conclusions auxquelles elle pourrait aboutir à la suite de ce nouvel examen de la question. »

Pour assurer l'application de la disposition relative au trafic de l'alcool prévue à l'article 22 du Pacte, le Conseil en confirmant les mandats B, a adopté le texte suivant:

« La Puissance mandataire devra:

« ... exercer un contrôle sévère sur le commerce des spiritueux. »

La Convention sur le régime des spiritueux en Afrique signée à Saint-Germain-en-Laye, le 10 septembre 1919, est également applicable aux territoires sous mandat B, aux termes de l'article 8 des mandats pour le Cameroun et le Togo et de l'article 9 de ceux pour le Ruanda-Urundi et le Tanganyika.

En confirmant les mandats C, le Conseil, en application de la même disposition de l'article 22 du Pacte, a adopté le texte suivant :

« Il sera interdit de fournir des spiritueux et des boissons alcooliques aux indigènes du territoire. »

La Commission permanente des mandats, ayant soumis à une étude attentive les réponses des Puissances mandataires relatives au sens exact de divers termes employés dans ces textes, a l'honneur de recommander qu'ils soient interprétés comme il suit :

Par le terme « spiritueux »<sup>1</sup>, figurant et dans les mandats B et dans la susdite Convention, l'on a entendu désigner :

- a) Toutes les boissons distillées;
- b) Toutes les boissons fermentées additionnées de produits de distillation de façon à titrer plus de 20° d'alcool pur.

Par l'expression « alcools de traite de toute nature » figurant à l'article 2 de la Convention de Saint-Germain, il convient d'entendre « les spiritueux bon marché utilisés comme articles de commerce ou d'échange avec les indigènes. »

Le terme « boissons alcooliques » employé dans les mandats C doit être entendu de « toute boisson titrant plus de 3° d'alcool pur ».

#### ACCORDS RELATIFS A LA FRONTIÈRE ENTRE LE TERRITOIRE SOUS MANDAT DU SUD-OUEST AFRICAIN ET L'ANGOLA.

La Commission permanente des mandats s'est félicitée d'apprendre que le Gouvernement de l'Union de l'Afrique du Sud et le Gouvernement du Portugal avaient signé des accords relatifs à la frontière entre le territoire sous mandat du Sud-Ouest Africain et l'Angola et à la répartition des eaux de la rivière Kunene. Le Gouvernement de l'Afrique du Sud a bien voulu communiquer ces accords, à titre d'information, à la Commission qui en a pris connaissance avec intérêt. Celle-ci croit devoir attirer l'attention du Conseil sur le deuxième alinéa du préambule au premier de ces accords :

[Traduction.]

« Considérant qu'en vertu d'un mandat à lui conféré par le Conseil de la Société des Nations, conformément à l'article 22 du Traité de Versailles, le Gouvernement de l'Union Sud-Africaine, sous réserve des termes dudit mandat, possède la souveraineté sur le territoire du Sud-Ouest Africain (appelé ci-après « le Territoire ») placé antérieurement sous la souveraineté de l'Allemagne »;

Aux termes de l'article 119 du Traité de Versailles, « l'Allemagne renonce, en faveur des Principales Puissances alliées et associées, à tous ses droits et titres sur ses possessions d'outre-mer ». L'article 22 du Pacte de la Société des Nations établit le principe selon lequel des nations développées ont été chargées d'administrer ces territoires en qualité de Mandataires, et au nom de la Société des Nations.

Les principales Puissances alliées et associées ont décidé, le 7 mai 1919, que le mandat pour le Sud-Ouest Africain Allemand serait conféré à Sa Majesté Britannique pour être exercé en son nom par le Gouvernement de l'Union de l'Afrique du Sud. Le 17 décembre 1920, le Conseil de la Société des Nations a arrêté les termes de ce mandat.

Les pouvoirs de l'Union de l'Afrique du Sud sur le Sud-Ouest Africain sont ceux qu'elle tient de ce mandat que le Gouvernement de l'Union a accepté.

Dans ces conditions, la Commission ne pense pas qu'une telle expression « possède la souveraineté », même atténuée par la formule de réserve dont il a été fait usage dans le passage cité plus haut, puisse être considérée comme définissant exactement, aux termes du Pacte, les relations qui existent entre la Puissance mandataire et le territoire placé sous son mandat.

#### SURVEILLANCE DE LA FRONTIÈRE ENTRE LA SYRIE ET LA TRANSJORDANIE.

La Commission espère qu'une entente sera établie entre les autorités mandataires de Syrie et de Transjordanie pour la surveillance de la frontière commune à ces deux territoires.

<sup>1</sup> Le terme « boissons spiritueuses » est identique.

## OBSERVATIONS DE LA COMMISSION PERMANENTE DES MANDATS AU SUJET DE CERTAINS TERRITOIRES SOUS MANDAT A, B ET C.

Les observations suivantes ont été arrêtées par la Commission permanente des mandats, après examen, en présence du représentant accrédité de la Puissance mandataire intéressée, de la situation de chaque territoire. Il convient, pour en saisir toute la portée, de se référer aux procès-verbaux des séances au cours desquelles les questions concernant les différents territoires ont été discutées.

### TERRITOIRES SOUS MANDAT A.

#### Irak.

Au cours des quatre séances, tenues les 8 et 9 novembre 1926, en présence de sir Henry Dobbs, Haut Commissaire de Sa Majesté Britannique pour l'Irak et représentant accrédité de la Puissance mandataire, la Commission permanente des mandats a examiné deux rapports sur l'administration de l'Irak relatifs à la période d'avril 1923 à la fin de 1925. La Commission (comme dans le cas de la Palestine) n'a pas jugé à propos d'examiner des rapports antérieurs à cette période.

Diverses circonstances qu'il est superflu de rappeler, n'avaient point, jusqu'ici, permis à la Commission de procéder, dans les conditions habituelles, à l'examen des rapports qui lui étaient parvenus sur l'administration de l'Irak, ni, par suite, d'exprimer au Conseil un avis sur les mesures prises pour donner effet, dans ce pays, aux dispositions de l'article 22 du Pacte. La période antérieure au rapport de 1923-1924 a été marquée par un événement de première importance, à savoir le Traité d'alliance entre Sa Majesté Britannique et Sa Majesté le Roi de l'Irak, signé à Bagdad le 10 octobre 1922, et comportant la reconnaissance implicite de l'indépendance de l'Irak<sup>1</sup>.

Les travaux de la Commission ont été grandement facilités par l'exposé préliminaire, clair et détaillé du Haut Commissaire. Cet exposé qui a permis à la Commission non seulement d'apprécier exactement les événements qui ont abouti à la situation actuelle en Irak mais aussi de se faire une idée plus nette de l'état de choses décrit dans le dernier rapport, est reproduit *in extenso* dans le procès-verbal de la septième séance.

La Commission a également été heureuse d'être en possession du rapport de la Mission financière dirigée par le commandant Hilton Young, rapport qui jette une vive lumière sur toutes les questions qu'il traite.

Le représentant accrédité a fait savoir qu'il était très difficile d'établir les rapports annuels sur l'Irak de manière que ceux-ci puissent arriver à Genève pour le 20 mai. En conséquence, la Commission propose de fixer au 1<sup>er</sup> septembre, date déjà adoptée pour un certain nombre d'autres rapports, la date à laquelle les rapports futurs sur l'Irak devront parvenir à Genève.

#### *Observations générales.*

L'examen de la Commission a porté plus particulièrement sur les dispositions essentielles du Statut organique adopté par l'Assemblée constituante de l'Irak le 10 juillet 1924, ainsi que sur l'application qu'ont reçue dans la pratique les clauses du Traité d'alliance et des accords qui le complètent.

Le représentant accrédité a développé les principes directeurs de la politique suivie par le Gouvernement britannique, qu'il a résumée par cette formule: «L'Irak gouverné pour les Iraquiens, par des Iraquiens, avec l'assistance d'un petit nombre de conseillers et d'inspecteurs britanniques». Il a insisté sur l'esprit de cordiale coopération qui préside aux rapports de l'administration nationale de l'Irak et de ses conseillers britanniques.

Sir Henry Dobbs a également fait ressortir que, nonobstant les complications d'ordre politique, intérieures aussi bien qu'internationales, qui ont marqué les débuts du mandat, et malgré l'insuccès d'une première expérience d'administration britannique directe, le régime représentatif a pu être introduit dans ce pays, si peu préparé qu'il y fût par ses traditions et son passé, sans que l'ordre public fût sérieusement troublé.

Les déclarations du représentant accrédité ne pouvaient qu'impressionner favorablement la Commission.

#### *Observations spéciales.*

1. *Administration des districts kurdes.* — Conformément au vœu exprimé dans les résolutions du Conseil en date du 11 mars 1926, la Commission a examiné avec un soin tout particulier, à

<sup>1</sup> Traité d'Alliance. Article I: [Traduction]. «A la requête de sa Majesté le Roi de l'Irak, Sa Majesté Britannique s'engage, conformément aux dispositions du présent Traité, à fournir à l'Etat de l'Irak les conseils et l'assistance dont ce dernier pourrait avoir besoin au cours de la durée du présent Traité, sans qu'il soit porté préjudice à sa souveraineté nationale...»

la lumière du mémorandum du Gouvernement britannique en date du 24 février 1926 et des deux rapports annuels, les mesures prises pour l'administration des districts kurdes.

Il ressort de ces documents et des explications complémentaires fournies par sir Henry Dobbs, que le Gouvernement de l'Irak, d'accord avec le Haut Commissaire britannique, a appliqué la politique préconisée par la Commission de Mossoul. Il est déclaré, en effet, que la grande majorité des fonctionnaires, des magistrats et des instituteurs, dans ces districts, sont kurdes; qu'un nombre considérable de Kurdes exercent des fonctions officielles dans d'autres parties de l'Irak, que des Kurdes ont occupé des fonctions dans le Ministère de l'Irak et enfin que la langue kurde est la langue officielle des districts d'Arbil et de Sulaimaniyé. La Commission des mandats prie la Puissance mandataire de vouloir bien lui signaler toute modification importante qui serait apportée à l'administration des districts kurdes.

2. *Autres recommandations de la Commission de Mossoul.* — La Commission des mandats, ainsi qu'elle en a été priée par le Conseil, a pris en considération les suggestions de la Commission de Mossoul en ce qui concerne: 1<sup>o</sup> les mesures propres à assurer l'apaisement; 2<sup>o</sup> les mesures propres à assurer l'égalité de protection de tous les éléments de la population, particulièrement des communautés non musulmanes; 3<sup>o</sup> les mesures commerciales.

La Commission de Mossoul avait formulé certaines propositions tendant à protéger, contre des représailles éventuelles, ceux des habitants du territoire contesté qui se sont opposés à son rattachement à l'Irak. Le Haut Commissaire a signalé à la Commission des mandats qu'une amnistie a été proclamée à la suite du traité passé entre la Grande-Bretagne, l'Irak et la Turquie, que les habitants qui s'étaient déclarés en faveur de la Turquie n'ont été nullement inquiétés et que l'agitation constatée par la Commission de Mossoul s'est apaisée aussitôt que furent connues les recommandations de cette Commission.

En ce qui concerne les mesures propres à assurer l'égalité de protection de tous les éléments de la population, l'attention de la Commission a été attirée sur les articles 13 et 16 du Statut organique, qui proclament la liberté de conscience et autorisent les diverses communautés à établir des écoles où l'enseignement est donné dans leur propre langue. Cependant, la situation des Assyriens semble encore quelque peu incertaine en raison du fait qu'il est difficile de trouver une région suffisamment vaste pour les établir en unité homogène et la Commission serait heureuse d'avoir des renseignements complémentaires sur les points spécialement mentionnés par la Commission de Mossoul.

De l'avis de la Commission des mandats, il ne paraît pas nécessaire, pour le moment, de désigner un délégué de la Société des Nations, pour assurer la protection de tous les éléments de la population.

Le Haut Commissaire a informé la Commission de la conclusion avec la Syrie d'une convention de transit, aux termes de laquelle les marchandises en transit ne sont frappées que d'une taxe minimale de  $\frac{1}{2}$  % *ad valorem*. Le Gouvernement turc interdit jusqu'à présent toutes relations commerciales avec l'Irak, mais on espère que la situation s'améliorera à la suite des travaux de la Commission prévue par le récent traité avec la Turquie.

3. *Administration des tribus.* — La Commission a pris connaissance avec un intérêt particulier de l'opinion du Haut Commissaire sur la détermination des terres de la Couronne, notamment dans les territoires relevant des tribus. Elle a de même été vivement intéressée par les raisons invoquées en faveur de la « Tribal Disputes (civil and criminal) Law » qui est destinée à mettre un terme aux haines mortelles qui existent entre gens de tribus et d'assurer le règlement des différends dans des conditions comprises et acceptées par les cheiks et leurs peuples.

4. *Finances publiques.* — La Commission a pris note de ce qu'il est procédé à l'étude de la réforme des impôts fonciers et d'un impôt sur les bénéfices ou sur le chiffre d'affaires. Elle serait heureuse de connaître les conclusions de cette étude.

La décision définitive relative à la responsabilité financière de l'Irak en ce qui concerne la dette ottomane est également une question d'un vif intérêt.

La Commission recevra aussi avec satisfaction les renseignements que le représentant accrédité a promis de consigner dans le prochain rapport, concernant la nature, le nombre, le mode de perception et le produit des impôts principaux, ainsi que le montant actuel de la dette de l'Irak vis-à-vis de la Grande-Bretagne et le montant des sommes dépensées par la Puissance mandataire sans que le remboursement en soit demandé.

5. *Travail.* — La Commission serait heureuse d'être éclairée sur toutes dispositions de la loi ottomane régissant les rapports entre employeurs et employés, qui seraient encore en vigueur en Irak, ainsi que sur les conditions des contrats des employés de chemins de fer.

6. *Enseignement.* — La Commission espère que le prochain rapport contiendra des détails complémentaires sur les écoles rurales, ainsi que sur les écoles primaires et secondaires dans les villes.

7. *Relations extérieures. Frontières.* — La Commission exprime l'espoir que la délimitation définitive de la frontière entre l'Irak et la Syrie pourra être entreprise sans trop de délai.

Elle prie le Gouvernement britannique de vouloir bien faire figurer dans les prochains rapports une liste des conventions internationales applicables à l'Irak.

## Syrie et Liban.

### I. Complément du rapport présenté au Conseil par la Commission sur les travaux de sa huitième session (Rome, février-mars 1926).

Ainsi que l'on s'en souvient, la Commission permanente des mandats s'est réunie en session extraordinaire, à Rome, le 16 février 1926, session qui a été consacrée à l'examen d'un rapport provisoire déposé par la Puissance mandataire sur la situation en Syrie en 1925.

Cette année a été marquée, dans le territoire sous mandat, par des événements graves: l'explosion d'un mouvement insurrectionnel dans le Djebel Druse et l'extension de ces troubles à diverses parties de la Syrie et particulièrement à la ville de Damas.

Le dépôt du rapport provisoire, examiné au cours de la huitième session à Rome, répondait au désir exprimé par la Commission permanente des mandats que la Puissance mandataire voulût bien lui communiquer un rapport fortement documenté sur les événements qui ont abouti à l'insurrection de 1925 ainsi que sur la politique que la Puissance mandataire comptait adopter à l'avenir. Dans sa séance du 9 décembre 1925, le Conseil avait approuvé la proposition de la Commission tendant à tenir à cet effet une session extraordinaire à Rome.

En même temps que le rapport provisoire de la Puissance mandataire, la Commission permanente des mandats examina au cours de sa huitième session un grand nombre de pétitions dans lesquelles des habitants de la Syrie, ou des groupements prétendant agir en leur nom, protestaient contre la politique, les actes des autorités mandataires et les excès qui auraient marqué la répression des troubles.

Les documents mis à sa disposition permirent à la Commission de se prononcer, dans son rapport sur sa huitième session, sur les événements qui ont abouti au mouvement insurrectionnel et d'apprécier, d'après les déclarations du représentant accrédité de la Puissance mandataire, la politique que celle-ci comptait adopter dans l'avenir.

Par contre, il lui fut impossible de juger de la valeur des accusations visant les excès, les violences, les cruautés qui auraient marqué la répression, aucun document d'enquête ne lui ayant été communiqué.

Sur ce dernier point, la Commission avait donc réservé son opinion en attendant de recevoir les rapports des enquêtes que la Puissance mandataire s'était engagée à poursuivre.

Ces rapports ont été transmis au Secrétaire général de la Société des Nations par le Gouvernement français, le 29 octobre 1926, et distribués aux membres de la Commission des mandats.<sup>1</sup>

Ils sont au nombre de trois, à savoir:

1<sup>o</sup> Rapport d'enquête de M. le conseiller Daclin, magistrat, chargé de mission sur les faits d'ordre politique et administratif dénoncés à la Société des Nations;

2<sup>o</sup> Rapport d'enquête du colonel Raynal, en retraite, chargé de mission sur les faits dénoncés à la Société des Nations (partie militaire);

3<sup>o</sup> Rapport du général Gamelin sur les accusations portées contre le commandement français par les auteurs des pétitions adressées à la Société des Nations.

Une première observation s'applique à ces trois documents indistinctement; ils émanent de personnalités notoires qui se sont portées garantes de l'exactitude des faits rapportés et du bien-fondé de toutes les conclusions positives qui sont énoncées dans les rapports. Il a paru à la Commission que cette circonstance donnait à ces conclusions un poids tout particulier.

La Commission a été favorablement impressionnée par la manière consciencieuse dont les enquêtes ont été conduites, par le souci marqué d'épuiser tous les moyens d'investigation et de permettre au lecteur des rapports d'apprécier la valeur des moyens mis en œuvre pour la recherche de la vérité. La Commission estime qu'aucune enquête faite par les soins de fonctionnaires de la Puissance mandataire ne pourrait présenter plus de garanties d'impartialité.

\* \* \*

La plus grande partie du rapport de M. le conseiller Daclin porte sur les faits d'ordre politique et administratif qui ont précédé la révolte du Djebel Druse.

L'enquête de ce magistrat a donc porté sur des événements que la Commission avait étudiés au cours de sa huitième session et au sujet desquels elle a déjà dégagé des conclusions qui ont été consignées dans le neuvième paragraphe de ses observations sur le rapport provisoire pour 1925.

La Commission se borne à constater que les faits relevés par le magistrat enquêteur, ainsi que ses conclusions, confirment pleinement son propre jugement sur la politique suivie dans le Djebel Druse et sur les responsabilités dans les événements encourus par certains représentants de la Puissance mandataire.

Par ailleurs, la Commission a trouvé dans le rapport définitif pour 1925, la confirmation de plusieurs des appréciations qui sont exprimées dans le rapport sur sa huitième session quant aux circonstances qui ont favorisé l'extension de l'insurrection à Damas et à d'autres parties de la Syrie et du Liban.

<sup>1</sup> Des considérations d'économie empêchant l'impression des rapports d'enquête, la Commission recommande qu'ils soient déposés à la bibliothèque de la Société des Nations et placés ainsi à la disposition de ceux qui voudraient les consulter. Elle recommande qu'il en soit fait de même des pétitions examinées par la Commission dont le texte ne sera pas annexé aux procès-verbaux de la session.

La Commission, considérant qu'elle a accompli dans sa session de Rome, aussi complètement qu'elle était en mesure de le faire, les deux premiers objets de sa tâche, a porté cette fois son attention sur les rapports d'enquête qui traitent de la répression.

Elle émet l'espoir qu'au mois de juin 1927, l'examen du prochain rapport annuel sur l'administration de la Syrie lui permettra d'enregistrer les effets apaisants de la politique de la Puissance mandataire, sous la direction du nouveau Haut Commissaire de la République en Syrie et au Liban. Elle souhaite ardemment qu'elle n'ait plus désormais à revenir sur des événements d'un ordre particulièrement douloureux.

\* \* \*

Les rapports d'enquêtes présentés, les réponses particulières fournies à certaines pétitions par la Puissance mandataire ainsi que les explications complémentaires données, au cours de la présente session, par le représentant accrédité, ont mis la Commission en mesure de se prononcer maintenant sur la valeur des accusations portées contre la Puissance mandataire à l'occasion des conditions dans lesquelles s'est effectuée la répression de la révolte de 1925, question que la Commission avait dû, comme il est dit plus haut, réserver, lors de sa session de Rome, faute d'éléments positifs d'appréciation.

Devant le nombre des pétitions et des faits qui y sont produits, la Commission ne peut s'arrêter à statuer avec certitude sur chacun d'eux. D'autre part, ces faits par leur nature, par leur répétition, constituent, en quelque sorte, un ensemble sur lequel on peut légitimement émettre une appréciation générale.

La Commission, après un examen attentif des rapports soumis par la Puissance mandataire, estime que rien ne l'autorise à affirmer que cette répression a été exercée dans des conditions anormales avec des excès répréhensibles. S'il y a eu des actes de rigueur, s'il y a eu des accidents pénibles, s'il y a eu des victimes innocentes, ces faits sont malheureusement de l'ordre de ceux qu'on relève ordinairement au cours de toute opération de force analogue.

Celle-ci peut seulement exprimer l'espoir que de semblables répressions ne s'imposeront plus à l'avenir, que l'apaisement se fera promptement.

## II. Observations sur le rapport définitif de 1925.

La Commission constate avec satisfaction que le rapport définitif pour 1925, qui est sensiblement plus complet que le rapport provisoire portant sur la même année, contient des renseignements sur presque tous les points d'ordre technique mentionnés dans les observations adoptées par la Commission à sa huitième session.

1. *Textes législatifs.* — La Commission n'a pas encore reçu la collection des lois et règlements promulgués dans les territoires au cours de l'année 1925 dont la transmission est prévue à l'article 17 du mandat et qui est spécialement visée par la résolution du Conseil du 15 septembre 1925.

2. *Relations extérieures. Frontières.* — La Commission émet le vœu qu'il puisse être procédé sans trop de délai à la délimitation définitive de la frontière entre la Syrie et l'Irak.

Elle serait heureuse de recevoir le texte des conventions commerciales passées avec la Turquie, le 26 juillet 1925, et avec le Nedj, le 24 septembre 1925.

3. *Conseils représentatifs.* — La Commission désirerait recevoir des renseignements précis qui lui permettent à l'avenir de se rendre compte du travail effectif accompli par les conseils représentatifs.

4. *Personnel.* — La Commission désirerait savoir exactement quelle est la position, au point de vue administratif, des officiers du Service des renseignements dont il est dit à la page 42 du rapport qu'ils constituent « moins un organisme militaire qu'un organisme civil placé sous l'autorité du Haut Commissaire ». Elle tiendrait en particulier à savoir s'ils font partie du personnel rétribué par l'Etat français mentionné à la page 40 du rapport.

5. *Finances publiques.* — La Commission espère trouver dans les prochains rapports des indications plus détaillées au sujet des divers budgets et comptes.

## TERRITOIRES SOUS MANDAT B.

→ Cameroun et Togo (sous mandat britannique).

Observations communes aux deux territoires.

La Commission tient à exprimer son appréciation de la courtoisie dont la Puissance mandataire a fait preuve en lui communiquant des exemplaires du rapport établi par l'Honorable W. G. Ormsby Gore à l'occasion du voyage qu'il a effectué dans l'Ouest Africain au cours de cette année. Les renseignements très intéressants que contient ce rapport sur la politique de la Puissance mandataire dans les territoires placés sous son mandat, ainsi que les détails complémentaires fournis oralement par M. Ormsby Gore, ont été très précieux pour les membres de la Commission.

## Cameroun.

### *Observations générales.*

La Commission remercie la Puissance mandataire d'avoir répondu, d'une manière aussi complète, à sa demande de renseignements au sujet du plan précis conçu par la Puissance mandataire particulièrement en ce qui concerne l'évolution morale, sociale et matérielle de la population indigène. Elle enregistre, avec un intérêt tout particulier, les mesures envisagées pour améliorer les méthodes agricoles indigènes, ainsi que l'attention qui a été apportée au problème difficile constitué par le rapport existant entre le développement économique et le bien-être des indigènes dans le territoire sous mandat.

La Commission serait heureuse de trouver dans le prochain rapport des renseignements complémentaires sur les perspectives de développement de l'œuvre éducative et médicale dans la région centrale du territoire sous mandat, et notamment dans le district Adamawa, dont la population dépasse 100.000 habitants.

### *Observations spéciales.*

1. *Esclavage.* — La Commission est heureuse d'avoir reçu des renseignements aussi complets au sujet des mesures prises en vue de la suppression de l'esclavage. Elle constate avec satisfaction la coopération étroite qui existe entre les autorités britanniques et françaises sur la frontière septentrionale, en vue de réprimer la traite des esclaves, et que des progrès continus ont été réalisés dans ce domaine.

2. *Travail.* — La Commission suivra avec intérêt l'application de la nouvelle législation, actuellement en cours d'étude, au sujet des conditions du travail dans la province du Cameroun. Elle aimerait être informée notamment des arrangements pris pour assurer un meilleur service médical sur les plantations possédées par des Européens, et elle espère que la Puissance mandataire voudra bien, pour autant qu'il lui sera possible de le faire, insérer dans les rapports annuels des statistiques plus complètes concernant les travailleurs employés dans ces plantations et ailleurs avec l'indication, par exemple, de leur origine, de leur régime, ainsi que des taux de mortalité et de morbidité.

3. *Enseignement.* — La Commission prend note que les écoles des missions dans la province du Cameroun ont été récemment réorganisées et sont actuellement soumises à une surveillance. Elle serait heureuse de recevoir des informations détaillées sur les mesures prises à ce sujet.

4. *Liberté de conscience.* — La Commission désirerait recevoir des renseignements complémentaires sur la composition et l'activité du « Board of Trustees », auquel doivent être transférés les biens des anciennes missions allemandes (Eglise catholique romaine).

5. *Hygiène publique.* — La Commission aimerait trouver dans le prochain rapport des détails complémentaires sur l'œuvre accomplie par les infirmières-visiteuses africaines dans le domaine de la protection de l'enfance.

## Togo.

1. *Travail.* — La Commission serait heureuse de trouver dans le prochain rapport des statistiques relatives au nombre des travailleurs employés par les divers services du gouvernement et pour les entreprises privées sur le territoire.

2. *Commerce de l'alcool.* — La Commission a relevé les chiffres qui figurent dans le rapport et qui indiquent que les quantités de spiritueux importées sur le territoire de la Côte de l'Or ont considérablement augmenté au cours des dernières années. Toutefois, d'après les déclarations du représentant accrédité, la plus grande partie de l'alcool importé est consommée dans les districts de culture du cacaoyer de la colonie de la Côte de l'Or, tandis qu'une très petite quantité seulement est consommée dans le Togo.

La Commission a pris note avec intérêt d'une ordonnance spéciale (N<sup>o</sup> 1 de 1925) qui impose aux personnes titulaires de licences de vente des spiritueux l'obligation de fournir aux autorités des relevés des quantités achetées et vendues. Elle suivra avec intérêt les progrès qui pourront être réalisés en ce qui concerne le contrôle de l'octroi de ces licences sur le territoire.

3. *Hygiène publique.* — La Commission regrette de n'avoir reçu aucun renseignement sur les questions d'hygiène dans certaines régions du territoire sous mandat: elle espère qu'à l'avenir les rapports des fonctionnaires médicaux de cette région parviendront en temps opportun pour qu'il soit possible de les faire figurer dans le rapport annuel.

Elle suivra avec intérêt toutes mesures que la Puissance mandataire pourra prendre en vue de former des indigènes qui collaboreraient à l'œuvre médicale.

4. *Bien-être moral, social et matériel.* — La Commission sera heureuse de recevoir des renseignements complémentaires sur la constitution des tribunaux indigènes et sur les méthodes qui président au choix de leurs membres mentionnés au paragraphe 12 du rapport.

5. *Finances publiques.* — La Commission a pris note avec satisfaction des détails complets qui ont été fournis en ce qui concerne les finances du Togo, notamment sur les sommes effectivement dépensées dans le territoire. Toutefois, elle aimerait trouver dans les prochains rapports des relevés comparatifs des recettes et des dépenses pour les deux ou trois derniers exercices financiers.

Sous la rubrique « Public Debt Charges » de l'administration de la Côte de l'Or, dont une part proportionnelle a été, dans les statistiques financières, assignée au territoire sous mandat, on trouve, à la page 115, la mention suivante: « Part proportionnelle des dépenses relatives à un emprunt de 4 millions de livres sterling à 6% : £ 21.726 7s 7d. » La Commission serait heureuse de recevoir des renseignements complémentaires au sujet de cette rubrique.

#### TERRITOIRES SOUS MANDAT C.

##### Samoa occidental.

###### *Observations générales.*

La Commission prend acte avec satisfaction de la prospérité continue dont jouissent les îles. Elle suivra avec intérêt le développement ultérieur de l'administration indigène par des organisations telles que les « Fono de Faipules », les conseils de district et les comités de village.

La Commission serait heureuse d'obtenir des renseignements précis sur la superficie, le chiffre de la population et le caractère général des petites îles qui font partie du territoire sous mandat.

###### *Observations spéciales.*

1. *Travail.* — La Commission serait heureuse d'obtenir des renseignements supplémentaires concernant l'article 47 de l'Ordre de 1925 sur les règlements indigènes au Samoa, ainsi que sur le travail obligatoire imposé par les conseils de district pour l'exécution de travaux d'hygiène publique et l'entretien des voies de communication.

Le succès du régime du travail libre en ce qui concerne les ouvriers chinois est enregistré avec intérêt.

La Commission sera heureuse de recevoir dans le prochain rapport des renseignements sur les conditions du travail en ce qui a trait au personnel du « Stevedoring Syndicate ».

2. *Enseignement.* — La Commission suivra avec intérêt toutes les mesures qui pourraient être prises pour mettre en pratique dans le Samoa occidental les principes approuvés par la Conférence, tenue à Wellington en janvier 1926, sur les problèmes de l'enseignement dans les îles du Pacifique, placées sous l'administration de la Nouvelle-Zélande. La Commission a apprécié le fait que le programme arrêté a été adapté aux travaux quotidiens et aux besoins de la population indigène.

3. *Hygiène publique.* — La Commission serait heureuse d'obtenir des explications détaillées sur la mesure dans laquelle l'œuvre d'hygiène publique et l'œuvre médicale est, dans le Samoa occidental, accomplie directement par l'administration elle-même et celle dans laquelle elles sont assurées par les diverses missions établies dans le territoire. Elle aimerait également recevoir des renseignements sur l'aide financière ou telle autre que l'administration donne aux missions pour leurs œuvres d'assistance médicale.

4. *Régime foncier.* — La Commission aimerait recevoir des renseignements sur le projet récemment mis en application et tendant à convertir les terres communales en propriétés individuelles ainsi que sur la proportion dans laquelle les indigènes ont accepté des terres placées sous le nouveau régime.

5. *Finances publiques.* — La Commission serait heureuse de recevoir des renseignements sur le montant des impôts directs acquittés par les habitants autres que les indigènes et de savoir dans quelle partie du budget figurent ces impôts. Elle apprécierait d'obtenir toutes autres données sur l'importance des ressources et le coût de la vie de l'indigène moyen qui lui permettent de se faire une opinion raisonnée sur la charge des impôts supportés par l'indigène.

##### Îles du Pacifique sous mandat japonais.

###### *Observations générales.*

La Commission tient à remercier le Gouvernement japonais de la courtoisie dont il a fait preuve en lui transmettant un exemplaire, en langue japonaise, du *Recueil des lois et règlements japonais* ainsi qu'un album contenant des photographies des îles placées sous mandat japonais.

###### *Observations spéciales.*

1. *Travail.* — La Commission serait heureuse de recevoir des renseignements sur les méthodes employées pour se procurer la main-d'œuvre nécessaire aux travaux sanitaires des villages et à l'entretien des voies publiques.

La Commission a pris connaissance des nouvelles informations concernant le régime de la culture et du raffinage de la canne à sucre dans l'île de Saïpan. Elle suivra avec intérêt l'évolution de ce régime, dont elle espère que les indigènes ne tireront que des profits.

2. *Finances publiques.* — En vue de faire ressortir plus clairement les dépenses totales d'ordre administratif, telles que celles afférentes à l'enseignement, à l'hygiène publique, à la police, la Commission serait reconnaissante au Gouvernement japonais de bien vouloir grouper nettement, sous des rubriques particulières à chaque catégorie, les diverses sommes actuellement dispersées dans différents articles des budgets et des comptes relatifs au territoire.

## OBSERVATIONS DE LA COMMISSION PERMANENTE DES MANDATS SUR LES PÉTITIONS.

Au cours de sa dixième session, la Commission a examiné quelques pétitions ainsi que des observations présentées à leur sujet par les Puissances mandataires.

### I. Syrie et Liban.

#### A. GÉNÉRALITÉS.

Les diverses pétitions relatives à la Syrie ont été groupées sous les rubriques suivantes :

1. Télégrammes (et quelques lettres) contenant des protestations générales<sup>1</sup>;
2. Plaintes contre les divers aspects de la politique de la Puissance mandataire, 1920-1925 (jusqu'à l'arrivée de M. de Jouvenel en Syrie)<sup>2</sup>;
3. a) Incidents divers 1920-1925 (mesures de répression, etc.);  
b) Plaintes relatives aux mesures de répression 1925-1926;
4. Plaintes au sujet de la politique de la Puissance mandataire depuis l'arrivée de M. de Jouvenel (1925-1926);
5. Divers:
  - a) Pétition relative aux conditions d'option pour la nationalité libanaise;
  - b) Pétition au sujet de la frontière nord de la Syrie.

Les documents figurant sous le N° 1 n'ont pas retenu l'attention de la Commission. Celle-ci s'est bornée à constater que les allégations qui y étaient contenues n'étaient pas de nature à appeler des observations particulières de sa part.

Dans les pétitions mentionnées au N° 2, il n'est pas formulé de plaintes d'ordre politique qui n'aient déjà fait l'objet d'un examen attentif de la Commission au cours de sa huitième session (extraordinaire), tenue à Rome. La Commission a exprimé son avis à leur sujet dans les conclusions de son rapport au Conseil sur cette session et n'a donc pas estimé nécessaire de revenir sur ces plaintes.

Les pétitions groupées sous le N° 3 se réfèrent à des incidents divers survenus au cours des années 1920 à 1925 ainsi qu'aux mesures de répression et à des faits d'ordre militaire de date postérieure. Ces pétitions ont suggéré à la Commission les observations développées plus loin sous B.

Quant aux documents indiqués au N° 4, ils contiennent des plaintes relatives à la politique poursuivie postérieurement à l'arrivée de M. de Jouvenel au Haut Commissariat. A une exception près, ils n'ont pas donné lieu jusqu'ici à des observations de la part de la Puissance mandataire. La Commission a donc décidé d'en ajourner l'examen jusqu'à sa prochaine session pour permettre à la Puissance mandataire, si elle le jugeait utile, de répondre aux allégations qui y sont contenues. La seule pétition de cette catégorie qui ait été examinée par la Commission est relative au retard apporté à la mise en vigueur de la loi organique prévue à l'article 1<sup>er</sup> du mandat<sup>2</sup>. A ce sujet, la Commission, considérant les circonstances qui avaient motivé ce retard, s'est bornée à noter que le Conseil de la Société des Nations avait déjà pris acte, sans commentaire, de la déclaration que le représentant de la France avait faite à ce propos le 20 septembre 1926.

Les conclusions de la Commission relatives aux deux pétitions mentionnées sous le N° 5 figurent plus loin sous C et D.

Avant d'aborder les diverses plaintes formulées dans les pétitions que la Commission a soumises à un examen particulier, elle tient à signaler que, parmi le très grand nombre de celles qui lui ont été adressées, une seule provenait directement du territoire sous mandat. Les doléances relatives à l'administration de la Puissance mandataire parviennent d'ordinaire à la Société des Nations par l'intermédiaire de personnalités qui habitent hors de Syrie. La Commission estime que cette pratique est extrêmement regrettable, parce qu'elle est contraire non seulement à l'intérêt des populations, mais surtout au bon fonctionnement du système des mandats. Si les habitants des territoires sous mandat qui désirent faire parvenir une pétition à la Société des Nations s'adressaient pour cela directement aux représentants de la Puissance mandataire, leurs plaintes pourraient faire l'objet d'un examen plus prompt par les autorités locales et par la Commission permanente des mandats elle-même.

#### B. OBSERVATIONS DE LA COMMISSION SUR LES PÉTITIONS RELATIVES A DES INCIDENTS DIVERS. MESURES DE RÉPRESSION ET FAITS D'ORDRE MILITAIRE.

3. a) Plaintes relatives à des incidents divers, 1920-1925 (mesures de répression, etc.).  
b) Plaintes relatives aux mesures de répression, 1925-1926.

Les plaintes qui ont été groupées dans cette catégorie se trouvent dans les documents suivant :

a)

C.P.M. 289. Lettre de l'émir Chékib Arslan, datée de Genève le 15 septembre 1925.

C.P.M. 317. Lettres avec annexes, de l'émir Chékib Arslan, datées de Genève les 13 et 26 octobre 1925.

<sup>1</sup> Une liste de la plupart des pétitions qui rentrent dans cette catégorie figure à l'annexe II des procès-verbaux de la huitième session de la Commission.

<sup>2</sup> Cette pétition (Doc. C.P.M. 478), en date du 2 octobre 1926 et émanant de l'émir Chékib Arslan et de MM. Ihsan El Djabri et Riad el Soühl a fait l'objet d'une lettre du Gouvernement français, en date du 7 novembre 1926 (Doc. C.P.M. 507).

- C.P.M. 331. Lettre avec annexes de l'émir Chékib Arslan, datée de Lausanne le 4 novembre 1925.  
C.P.M. 364. Pétition du Comité exécutif du Congrès syro-palestinien, datée du Caire le 20 septembre 1925<sup>1</sup>.  
C.P.M. 372. Lettre de l'émir Chékib Arslan et M. Ihsan El Djabri, datée de Rome le 12 février 1926.

b)

- C.P.M. 317. Lettres de l'émir Chékib Arslan, datées de Genève les 21 et 26 octobre 1925 et télégramme de plusieurs Syriens et Libanais du Caire, du 24 octobre 1925.  
C.P.M. 323. Télégramme du « Comité exécutif du Congrès syro-palestinien », daté du Caire le 28 octobre 1925.  
C.P.M. 329. Lettre de l'émir Chékib Arslan, datée de Lausanne le 20 octobre 1925 et transmettant un télégramme.  
C.P.M. 363. Lettre du « Comité exécutif du Congrès syro-palestinien », datée du Caire le 29 janvier 1926 et transmettant plusieurs annexes.  
C.P.M. 368. Lettre du « Comité exécutif du Congrès syro-palestinien », datée du Caire le 4 février 1926 et transmettant plusieurs annexes.  
C.P.M. 378. Lettre de l'émir Chékib Arslan et M. Ihsan El Djabri, datée du 1<sup>er</sup> mars 1926 et transmettant diverses dépêches.  
C.P.M. 392. Lettre (sans date) avec annexes et signée par l'émir Chékib Arslan et M. Ihsan El Djabri.  
C.P.M. 416. Télégrammes de M. Dawson, New-York, le 8 mai 1926, du « Comité des commerçants », Le Caire le 19 mai 1926, et du « Congrès arabe de Palestine », Jérusalem le 20 mai 1926.  
C.P.M. 432. Lettre du « Comité exécutif du Congrès syro-palestinien », datée du Caire le 4 juin 1926 et transmettant plusieurs annexes.  
C.P.M. 433. Lettre du « Comité exécutif du Congrès syro-palestinien », datée du Caire le 10 juin 1926, transmettant un document annexe.  
C.P.M. 434. Lettre du « Comité exécutif du Congrès syro-palestinien », datée du Caire le 6 juin 1926, transmettant plusieurs annexes.  
C.P.M. 440. Lettre de l'émir Chékib Arslan et de M. Ihsan El Djabri, datée de Genève le 7 juin 1926.  
C.P.M. 462. Lettre du « Comité exécutif du Congrès syro-palestinien », datée du Caire le 3 juillet 1926.

Le Gouvernement français a présenté des observations au sujet des allégations contenues dans les documents N° C.P.M. 432, 433 et 434 dans une lettre en date du 4 novembre 1926, tandis que des références à quelques autres pétitions se trouvent dans les rapports du général Gamelin, du colonel Raynal et du conseiller Daclin, ainsi que, en ce qui concerne la pétition constituant le document C.P.M. 440, dans la déclaration de M. de Jouvenel publiée dans les procès-verbaux de la neuvième session de la Commission, pages 111 et suivantes.

1. La plupart des faits allégués dans les différentes pétitions qui ont été examinées par la Commission des mandats ont fait l'objet d'enquêtes dont les conclusions ont été présentées à la Commission par la Puissance mandataire tant par écrit que verbalement par son représentant accrédité. Sur d'autres, la Commission attend encore des renseignements de source officielle.

2. Une grande partie des affirmations produites par les pétitionnaires sur lesquelles la Commission a reçu de la Puissance mandataire des informations détaillées sont relatives à des faits dont l'exactitude est contestée par celle-ci. D'autres sont présentés par elle comme inévitables, en tant que résultant des circonstances exceptionnelles inhérentes à des opérations de guerre. La Commission relève que la Puissance mandataire impute aux insurgés un grand nombre d'atrocités et déclare, en particulier, que les incendies se sont parfois largement propagés par leur faute.

3. La Commission a noté que les pétitionnaires ont souvent reproché des excès aux auxiliaires arméniens et tcherkesses. Elle estime que l'emploi de telles troupes comporte pour la Puissance mandataire l'obligation de les encadrer le plus fortement possible par des officiers français afin d'empêcher les excès auxquels leur emploi peut, sans cela, donner lieu.

4. La Commission est d'avis que les autorités mandataires ne doivent recourir à des mesures telles que les bombardements par avions, les incendies, les destructions de villages et les amendes collectives que dans les cas d'absolue nécessité et seulement sous le contrôle direct d'officiers français. La Commission se plaît à constater que le représentant accrédité de la Puissance mandataire a affirmé qu'à sa connaissance les autorités militaires françaises s'inspirent de ces vues en matière de répression.

5. La Commission ne peut émettre un jugement certain sur tous les incidents qui se sont produits au cours des opérations de répression militaire. Elle se borne donc à donner à ce sujet son impression générale. Rien ne l'autorise à affirmer que cette répression ait été exercée avec une rigueur inutile et, partant, répréhensible. Les accidents douloureux dont certains habitants des territoires sous mandat ont pu être les victimes innocentes sont d'autant plus regrettables qu'il s'agit d'une population administrée au nom de la Société des Nations. La Commission exprime le très vif espoir que si, contrairement à son attente, des mesures d'ordre militaire devaient s'imposer encore, les autorités militaires de la Puissance mandataire auront toujours présent à l'esprit le caractère particulièrement délicat de leur mission à cet égard.

6. Le représentant accrédité a déclaré que la Puissance mandataire avait prévu la possibilité pour tout habitant du territoire de faire valoir ses plaintes contre les délits, méconnaissances de droit civil ou abus administratifs des fonctionnaires indigènes par devant une instance administrative ou judiciaire. La Commission espère que la politique suivie en Syrie sera toujours de nature à inspirer à tous les habitants la conviction que leurs intérêts légitimes seront dans tous les cas l'objet d'une protection prompte et efficace de la part des autorités. La Commission a été heureuse d'apprendre que le Haut Commissaire entend porter très spécialement son attention sur ce point dont on ne saurait exagérer l'importance pour la prompte et complète pacification du pays.

#### C. PÉTITION DU « COMITÉ LIBANAIS DE PARIS », EN DATE DU 16 JUIN 1926 RELATIVE AUX CONDITIONS D'OPTION POUR LA NATIONALITÉ LIBANAISE (Doc. C.P.M. 458).

Les pétitionnaires protestent contre la formule par laquelle le Gouvernement français conditionne l'acquisition de la nationalité libanaise aux émigrés libanais à son autorisation. Ils demandent également une prolongation du délai fixé pour les formalités d'option.

<sup>1</sup> Le texte de cette pétition figure en annexe aux procès-verbaux de la huitième session de la Commission permanente des mandats.

Dans ses observations sur cette pétition, en date du 6 novembre 1926 (Doc. C.P.M. 506), le Gouvernement français a déclaré que cette formule avait été inscrite dans la déclaration pour maintenir en droit la stipulation de l'article 34 du Traité de Lausanne qui, dans les cas en question, exige le consentement du gouvernement exerçant l'autorité dans les territoires détachés de la Turquie. La Puissance mandataire déclare en outre qu'elle ne s'est pas servie de cette formule afin d'écartier des optants, et le représentant accrédité a informé la Commission que la question d'une prolongation du délai fixé pour les formalités d'option était actuellement sous examen.

La Commission est d'avis que les explications de la Puissance mandataire sont entièrement satisfaisantes, et elle espère que l'examen de la question de la prolongation du délai fixé pour les formalités d'option aura une suite favorable aux vœux des pétitionnaires.

D. PÉTITION DE QUELQUES HABITANTS D'ALEP RELATIVE A LA FRONTIÈRE SEPTENTRIONALE DE LA SYRIE ET TRANSMISE PAR LE GOUVERNEMENT FRANÇAIS, LE 21 SEPTEMBRE 1926.

La Commission a adopté les conclusions du rapport présenté à ce sujet par M. Orts. Ce rapport figure en annexe au présent document.

II. Sud-Ouest Africain.

PÉTITION DE M. FRANZ GRAMOWSKI, DATÉE DE WINDHOEK, LE 25 AVRIL 1926, ET TRANSMISE PAR LE GOUVERNEMENT DE L'UNION DE L'AFRIQUE DU SUD, LE 8 SEPTEMBRE 1926.

Au cours de sa sixième session, la Commission permanente des mandats s'est déclarée incompétente pour accueillir une pétition de M. F. Gramowski, datée du 18 juillet 1924, qui réclamait une indemnité pour le non renouvellement d'une licence de vente au détail de boissons alcooliques, dans un hôtel de Windhoek.

Dans une nouvelle pétition datée du 25 avril 1926, le pétitionnaire proteste contre la validité des lois ci-dessous, promulguées et encore en vigueur dans le territoire sous mandat :

1<sup>o</sup> L'alinéa 5 de la section 42 de la « Liquor Licensing Proclamation 1920 » (Loi sur les licences de vente de boissons alcooliques).

2<sup>o</sup> L'« Indemnity Act » de 1920.

Cette pétition ne se fonde sur aucune disposition du Pacte, ni du mandat et étant donné, en outre, qu'elle concerne une question qui peut apparemment être soumise à un tribunal de la Puissance mandataire, la Commission estime qu'elle n'a pas à donner suite à cette pétition.

ANNEXE.

PÉTITION DE QUELQUES HABITANTS D'ALEP RELATIVE A LA FRONTIÈRE NORD DE LA SYRIE (Doc. C.P.M. 469).

RAPPORT DE M. ORTS.

1. Par une lettre en date du 21 septembre 1926, le ministre des Affaires étrangères de France a transmis au Secrétaire général de la Société des Nations, « conformément à la procédure adoptée en matière de pétitions par la Commission des mandats », une protestation émanant d'un certain nombre de chrétiens de la région d'Alep. Le document transmis est daté du 24 février 1926; il porte soixante-sept signatures.

2. La protestation vise la « Convention d'amitié et de bon voisinage » entre la France et la Turquie, paraphée à Angora le 13 février 1926, signée le 30 mai suivant, et plus particulièrement le Protocole fixant la frontière turco-syrienne, qui constitue l'annexe N<sup>o</sup> 1 à ladite convention.

3. Les pétitionnaires se plaignent, en premier lieu, de la cession à la Turquie d'un « très grand territoire comprenant une dizaine de villages florissants dans lesquels ils possèdent des propriétés ». Il s'agit apparemment de la région de Killis, où la frontière fixée par la convention précitée s'écarte du tracé de l'Accord du 20 octobre 1921, pour dessiner au sud de cette localité une pointe très accusée en territoire syrien.

Malgré que les agents de la Puissance mandataire se soient appliqués à les rassurer à cet égard, les pétitionnaires craignent d'être troublés dans la jouissance de ceux de leurs biens désormais situés en territoire turc, ou même d'en être complètement dépouillés.

Si l'événement confirmait le bien-fondé de ces appréhensions, il appartiendrait au mandataire, qui certainement ne faillirait pas à ce devoir, de faire respecter les droits des ressortissants syriens dont il a assumé la protection en Turquie.

L'article IV de la Convention du 30 mai 1926, qui accorde aux ressortissants syriens, en ce qui concerne les droits et les conditions d'établissement, le traitement de la nation la plus favorisée permet, entre autres, d'invoquer en faveur des Syriens propriétaires de biens immobiliers en

Turquie, le bénéfice de l'article 3 de la « Convention relative à l'établissement et à la compétence judiciaire », signée à Lausanne le 24 juillet 1923<sup>1</sup>.

La clause de la nation la plus favorisée, introduite dans la Convention du 30 mai 1926 sauvegarde donc pleinement l'essentiel des intérêts en jeu. Sans doute se peut-il que le nouvel état de choses entraîne des inconvénients pour les propriétaires syriens dont les domaines sont de l'autre côté de la nouvelle frontière, ou leur inflige même un préjudice.

Toute délimitation de frontière — et l'on pourrait en dire autant de la plupart des accords internationaux — a pour conséquence presque inévitable de porter atteinte à certains intérêts particuliers. L'on ne peut valablement tirer de ce fait argument contre un traité qui s'inspire de l'intérêt général ni, dans l'espèce, contre la Puissance mandataire pour soutenir qu'elle aurait failli à son devoir de protection vis-à-vis de ses ressortissants sous mandat.

4. Les pétitionnaires soutiennent que, par la Convention du 30 mai 1926, certains territoires syriens auraient été cédés à la Turquie, en d'autres termes, il y aurait eu rectification et non délimitation de la frontière de l'Accord d'Angora de 1921. Celle-ci, ayant été confirmée par le Traité de Lausanne, ne pouvait être rectifiée que de l'assentiment des Puissances signataires audit traité.

Enfin, les pétitionnaires allèguent qu'en cédant à une Puissance étrangère des territoires syriens, la Puissance mandataire aurait méconnu la disposition du mandat (article 4) par laquelle elle a garanti la Syrie contre « toute perte... de tout ou partie de son territoire ».

Les divers accords politiques conclus par le Mandataire au nom du territoire sous mandat, et notamment l'Accord d'Angora de 1921, ont été examinés naguère par la Commission, et celle-ci a estimé qu'« il ne paraît pas qu'ils aient eu pour effet de porter une atteinte injustifiée à l'intégrité territoriale de la Syrie et du Liban » (rapport sur les travaux de la huitième session).

Quant à la Convention de 1926, le Haut Commissaire de la République en Syrie s'est attaché à en faire ressortir les avantages du point de vue du territoire sous mandat, dans l'exposé qu'il a fait à la Commission en séance publique le 17 juin 1926. Les explications de M. de Jouvenel m'ont paru démontrer clairement qu'en ce qui concerne la frontière, cette convention s'est bornée à la délimiter, sans que l'on puisse soutenir raisonnablement qu'elle a entraîné pour la Syrie une perte de territoire.

Je propose à la Commission que les signataires de la pétition, objet du présent rapport, soient avisés de ce que la Commission n'a pas cru devoir accueillir leurs réclamations.

<sup>1</sup> Article 3. — « En Turquie, les ressortissants des autres Puissances contractantes auront le droit d'acquérir, de posséder et d'aliéner toutes sortes de biens mobiliers et immobiliers, en se conformant aux lois et règlements du pays; ils pourront en disposer notamment par vente, échange, donation, dispositions testamentaires ou de toute autre manière, ainsi qu'entrer en possession par voie de succession, en vertu de la loi ou par suite de dispositions entre vifs ou testamentaires. »