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UNITED



NATIONS



REPORT OF THE TRUSTEESHIP COUNCIL

**COVERING ITS FOURTH SPECIAL SESSION
AND ITS TENTH AND ELEVENTH SESSIONS**

18 DECEMBER 1951 to 24 JULY 1952

GENERAL ASSEMBLY

OFFICIAL RECORDS: SEVENTH SESSION

SUPPLEMENT No. 4 (A/2150)

NEW YORK, 1952

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NOTE

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TABLE OF CONTENTS

Part I. Organization and Activities of the Council

CHAPTER I. ORGANIZATION OF THE COUNCIL

	<i>Page</i>
1. Membership	1
2. Officers	1
3. Sessions and meetings	1
4. Procedure	2
5. Revision of the provisional Questionnaire.....	2
6. Relations with the Economic and Social Council and the specialized agencies	2

CHAPTER II. EXAMINATION OF ANNUAL REPORTS

1. Introduction	3
2. Tanganyika	3
3. Ruanda-Urundi	3
4. Somaliland under Italian administration	3
5. Cameroons under British administration	3
6. Cameroons under French administration	4
7. Togoland under British administration	4
8. Togoland under French administration	4
9. Western Samoa	4
10. Nauru	4
11. New Guinea	5
12. Pacific Islands	5

CHAPTER III. EXAMINATION OF PETITIONS

1. Introduction	6
2. Petitions concerning Tanganyika	6
3. Petitions concerning Ruanda-Urundi	8
4. Petitions concerning Somaliland under Italian administration	9
5. Petitions concerning the Cameroons under British administration	13
6. Petitions concerning the Cameroons under French administration	14
7. Petitions concerning the Cameroons under British administration and the Cameroons under French administration	15
8. Petitions concerning Togoland under British administration	15
9. Petitions concerning Togoland under French administration	15
10. Petitions concerning Togoland under British administration and Togoland under French administration	16
11. Petitions concerning Western Samoa	17
12. Petitions concerning Nauru	17
13. Petitions concerning New Guinea	17
14. Petitions concerning the Trust Territory of the Pacific Islands	17

CHAPTER IV. VISITS TO TRUST TERRITORIES

1. Visiting Mission to Trust Territories in East Africa, 1951	18
2. Visiting Mission to Trust Territories in West Africa, 1952	19

CHAPTER V. QUESTIONS REFERRED TO THE COUNCIL BY THE GENERAL ASSEMBLY

1. Administrative unions affecting Trust Territories	20
2. Social advancement in Trust Territories	20
3. Rural economic development of the Trust Territories	22
4. The Ewe and Togoland unification problem.....	22
5. General procedure of the Council	23
6. Examination of petitions	24
7. Organization and methods of functioning of visiting missions	25
8. Participation of the indigenous inhabitants of the Trust Territories in the work of the Council.....	26
9. Dissemination of information on the United Nations and on the International Trusteeship System in Trust Territories	26
10. Educational advancement in Trust Territories	26
11. Report of the Trusteeship Council	27
12. Information on the implementation of Trusteeship Council and General Assembly resolutions relating to Trust Territories	27

Part II. Conditions in the Trust Territories*Chapter***I. TANGANYIKA**

1. General	29
2. Political advancement	30
3. Economic advancement	40
4. Social advancement	55
5. Educational advancement	67

II. RUANDA-URUNDI

1. General	73
2. Political advancement	75
3. Economic advancement	85
4. Social advancement	94
5. Educational advancement	101

III. SOMALILAND UNDER ITALIAN ADMINISTRATION

1. General	107
2. Political advancement	112
3. Economic advancement	123
4. Social advancement	131
5. Educational advancement	137

IV. CAMEROONS UNDER BRITISH ADMINISTRATION

1. General	141
2. Political advancement	142
3. Economic advancement	147
4. Social advancement	155
5. Educational advancement	159

V. CAMEROONS UNDER FRENCH ADMINISTRATION

1. General	165
2. Political advancement	166

<i>Chapter</i>	<i>Page</i>
3. Economic advancement	174
4. Social advancement	180
5. Educational advancement	186
 VI. TOGOLAND UNDER BRITISH ADMINISTRATION	
1. General	191
2. Political advancement	192
3. Economic advancement	199
4. Social advancement	206
5. Educational advancement	211
 VII. TOGOLAND UNDER FRENCH ADMINISTRATION	
1. General	216
2. Political advancement	216
3. Economic advancement	225
4. Social advancement	231
5. Educational advancement	235
 VIII. WESTERN SAMOA	
1. General	239
2. Political advancement	240
3. Economic advancement	245
4. Social advancement	249
5. Educational advancement	253
 IX. NAURU	
1. General	257
2. Political advancement	257
3. Economic advancement	259
4. Social advancement	263
5. Educational advancement	266
 X. NEW GUINEA	
1. General	268
2. Political advancement	269
3. Economic advancement	275
4. Social advancement	280
5. Educational advancement	285

List of Maps

1. Trust Territories	289
2. Trust Territory of Tanganyika (under United Kingdom administration)	290
3. Trust Territory of Ruanda-Urundi (under Belgian administration)	291
4. Trust Territory of Somaliland (under Italian administration)	292
5. Trust Territories of the Cameroons (under French and under United Kingdom administration)	293
6. Trust Territories of the Togolands (under French and under United Kingdom administration)	294
7. Trust Territory of the Pacific Islands (under United States administration)	295
8. Trust Territory of Western Samoa (under New Zealand administration)	296
9. Trust Territory of Nauru (under Australian administration, for Australia, New Zealand and United Kingdom)	297
10. Trust Territory of New Guinea (under Australian administration)	298

Part I

ORGANIZATION AND ACTIVITIES OF THE COUNCIL

Chapter I

ORGANIZATION OF THE COUNCIL

1. Membership

One vacancy occurred among the elective members of the Trusteeship Council during the period under review: El Salvador was elected by the General Assembly at its sixth session to fill the place of Argentina, which resigned with effect from 1 January 1952. The composition of the Council during its tenth and eleventh sessions was, therefore, as follows:

Members administering Trust Territories:

Australia
Belgium
France
New Zealand
United Kingdom of Great Britain and Northern Ireland
United States of America

Members mentioned by name in Article 23 of the Charter and not administering Trust Territories:

China
Union of Soviet Socialist Republics

Members elected by the General Assembly:

	<i>Date of retirement</i>
El Salvador	31 December 1952
Iraq	31 December 1952
Dominican Republic	31 December 1953
Thailand	31 December 1953

Italy, as the Administering Authority for Somaliland under Italian administration, was represented at the tenth and eleventh sessions of the Council; and Colombia, Egypt and the Philippines, as members of the Advisory Council for Somaliland, were represented at those meetings of the eleventh session at which the affairs of that Territory were considered.

Representatives of the Food and Agriculture Organization, the International Labour Organisation, the United Nations Educational, Scientific and Cultural Organization and the World Health Organization participated in the work of the Council as occasion required.

At the opening meeting of both the tenth and eleventh sessions, the representative of the Union of Soviet Socialist Republics submitted a proposal to the effect that the representative of China should be excluded from the Council, and that a representative of the People's Republic of China, appointed by the Central People's

Government of China, should be invited to participate in the proceedings. On each occasion the Council decided, by 11 votes to one, to postpone consideration of the USSR proposal indefinitely.

2. Officers

Sir Alan Burns (United Kingdom) and Mr. Awni Khalidy (Iraq), who were elected President and Vice-President respectively at the beginning of the ninth session of the Council, continued in office until the opening meeting of the eleventh session, on 3 June 1952, when Mr. Awni Khalidy and Mr. W. D. Forsyth (Australia) were elected President and Vice-President respectively.

3. Sessions and meetings

The Council and its subsidiary bodies held the following sessions and meetings during the period covered by the report:

TRUSTEESHIP COUNCIL

Fourth special session (385th meeting) held in Paris, 18 December 1951.

Tenth session (386th to 411th meetings) held at Headquarters, New York, 27 February to 1 April 1952.

Eleventh session (412th to 455th meetings) held at Headquarters, New York, 3 June to 24 July 1952.

STANDING COMMITTEE ON ADMINISTRATIVE UNIONS
(9th to 42nd meetings) held at Headquarters, New York, 5 March to 16 July 1952.

STANDING COMMITTEE ON PETITIONS
(1st to 40th meeting) held at Headquarters, New York, 18 March to 18 July 1952.

DRAFTING COMMITTEE ON THE QUESTIONNAIRE
Tenth session (3rd to 5th meetings) held at Headquarters, 28 February to 14 March 1952.

COMMITTEE ON RURAL ECONOMIC DEVELOPMENT OF THE TRUST TERRITORIES
(7th to 11th meetings) held at Headquarters, New York, 31 July 1951 to 2 June 1952.

COMMITTEE ON GENERAL PROCEDURE OF THE TRUSTEESHIP COUNCIL
(1st to 7th meetings) held at Headquarters, New York, 1 April to 26 May 1952.

COMMITTEE ON EXAMINATION OF PETITIONS

Tenth session (1st to 3rd meetings) held at Headquarters, 29 February to 7 March 1952.

COMMITTEE ON THE ORGANIZATION AND FUNCTIONING OF VISITING MISSIONS

Tenth session (1st to 4th meetings) held at Headquarters, New York, 4 to 25 March 1952.

COMMITTEE ON PARTICIPATION OF THE INDIGENOUS INHABITANTS OF THE TRUST TERRITORIES IN THE WORK OF THE TRUSTEESHIP COUNCIL

Eleventh session (1st to 3rd meetings) held at Headquarters, New York, 13 June to 15 July 1952.

4. Procedure

As the result of its consideration of reports submitted to it by its Committee on Examination of Petitions¹ (tenth session), and by its Committee on General Procedure² (eleventh session), the Council adopted a number of amendments to several of its rules of procedure. The changes thus effected are described more fully in chapter V, sections 5 and 6, below.

5. Revision of the Provisional Questionnaire

The Drafting Committee on the Questionnaire, appointed by the Trusteeship Council at its seventh session, completed its work during the tenth session and submitted in its report³ to the Council a revised questionnaire. The Council considered the report at its 408th meeting, when it decided to defer action on the report and the annexed questionnaire and to request the Secretary-General to transmit them to members for comments.

No comments having been received by the opening of the eleventh session, the Council resumed its consideration of the question at its 413th meeting, when the representative of the Dominican Republic submitted amendments to some questions in the revised questionnaire dealing with the status of women.⁴

At its 414th meeting, the Council adopted the amendments. Individual members of the Council made reservations as to the revised questionnaire.

¹ T/L.243.

² T/L.265.

³ T/L.246 and Corr.1.

⁴ T/L.272.

At the same meeting, the Council adopted a resolution⁵ approving the questionnaire as amended, while noting that reservations of the individual members had been entered in the Official Records of the Council.

6. Relations with the Economic and Social Council and the specialized agencies

By resolution 385 E (XIII) of 27 August 1951, the Economic and Social Council, considering that it would be desirable, in order to promote the development of the status of women in the Trust Territories, that women should share in the responsibilities of visiting missions, invited Member States to nominate, and the Trusteeship Council to consider appointing, women to serve as members of visiting missions. The action taken by the Trusteeship Council as a result of that resolution is detailed in chapter V, section 7, below.

UNESCO submitted to the Council its observations on those parts of the annual reports of the Administering Authorities which dealt with matters with which it was concerned; it also provided copies of its publication *Study Abroad* as well as a memorandum explaining the scholarships and fellowships listed therein open to students from Trust Territories. It also undertook to assist the Secretary-General in giving publicity to offers of fellowships and scholarships for students from Trust Territories, made in response to General Assembly resolution 557 (VI). At its 455th meeting, the Council adopted a resolution⁶ in which it expressed its appreciation to UNESCO for its full implementation of Council resolution 47 (IV) on collaboration with the specialized agencies, and expressed the hope that that valuable collaboration would continue in the future.

At the Council's request, the International Labour Organisation furnished information in connexion with its study of the problems of migrant labour and penal sanctions for breach of labour contracts by indigenous inhabitants.⁷ The Food and Agriculture Organization afforded assistance to the Committee on Rural Economic Development in its studies of the policies, laws and practices relating to land, land utilization and land alienation, in particular by making available an official familiar with land problems to assist in the preparation of the Committee's report.⁸

⁵ Resolution 463 (XI).

⁶ Resolution 641 (XI).

⁷ See chapter V, section 2, below.

⁸ See chapter V, section 3, below.

Chapter II

EXAMINATION OF ANNUAL REPORTS

1. Introduction

The action taken by the Trusteeship Council during the period under review as a result of its examination of annual reports appears for each Territory in the relevant chapter of part II of the report. Those chapters also include action taken on general questions raised in petitions and, where applicable, the observations and conclusions of visiting missions. The Council decided that the observations of individual members should be placed after the sections to which they referred.

At its 411th meeting, the Council decided that no general observations on conditions in a Trust Territory should be included at the beginning of the chapter relating to it.

2. Tanganyika

The report of the Government of the United Kingdom on the administration of Tanganyika for the year ended 31 December 1951⁹ was received by the Secretary-General on 13 May 1952. The examination of the report, together with the report of the Visiting Mission¹⁰ which visited the Territory in 1951, was begun at the 425th meeting, when an opening statement was made by Sir Edward Twining, Governor of the Territory. Questions were then put to Sir John Lamb, the special representative of the Administering Authority, during the 425th to 427th meetings. At the 428th meeting, the Council began a general discussion of conditions in the Territory, which was concluded at the 429th meeting. At the 428th meeting, the Council appointed a drafting committee, composed of the representatives of Belgium, El Salvador, France and Thailand, to prepare a draft chapter on the Territory. The recommendations contained in the report of the drafting committee¹¹ were adopted, with amendments, by the Council at the 442nd meeting. The report, as finally adopted at the 455th meeting, forms chapter I of part II below.

3. Ruanda-Urundi

The report of the Government of Belgium on the administration of Ruanda-Urundi for the year ended 31 December 1951¹² was received by the Secretary-General on 21 May 1952. The examination of the report, together with the report of the Visiting Mission¹³ which visited the Territory in 1951, was begun at the 421st meeting, when a statement was made by Mr. Pierre Leroy, the special representative

of the Administering Authority. Questions were then put to the special representative during the 421st to 424th meetings. Questioning of the special representative was resumed and concluded at the 427th meeting. At the 429th meeting, the Council began a general discussion of conditions in the Territory, which was concluded at the 430th meeting with a statement by the special representative. At the 428th meeting, the Council appointed a drafting committee, composed of the representatives of Australia, China, the Dominican Republic and the United Kingdom, to prepare a draft chapter on the Territory. The recommendations contained in the report of the drafting committee¹⁴ were adopted by the Council at the 442nd meeting. The report, as finally adopted at the 450th meeting, forms chapter II of part II below.

4. Somaliland under Italian administration

The report of the Government of Italy on the administration of Somaliland for the year ended 31 December 1951¹⁵ was received by the Secretary-General on 17 May 1952. The examination of the report, together with the report of the Visiting Mission¹⁶ which visited the Territory in 1951, and the report of the Advisory Council for Somaliland for the year ended 31 March 1952,¹⁷ was begun at the 415th meeting, when statements were made by the representative of Italy; by Mr. P. P. Spinelli, special representative of the Administering Authority; and by the representatives of Egypt, Colombia and the Philippines, as members of the Advisory Council for Somaliland. Questions were then put to the special representative during the 416th to 419th meetings. At the 420th meeting, the Council began a general discussion of conditions in the Territory, which was concluded at the 422nd meeting with statements by the representative of Italy and the special representative. At the 420th meeting, the Council appointed a drafting committee, composed of the representatives of China, the Dominican Republic, New Zealand and the United States of America, to prepare a draft chapter on the Territory. The recommendations contained in the report of the drafting committee¹⁸ were adopted by the Council at the 440th meeting. The report, as finally adopted at the 453rd meeting, forms chapter III of part II below.

5. Cameroons under British administration

The report of the Government of the United Kingdom on the administration of the Cameroons for the year ended 31 December 1951¹⁹ was received by the

⁹ Transmitted to the members of the Council by T/989.

¹⁰ T/946.

¹¹ T/L.291, T/L.276 and Corr.1.

¹² Transmitted to members of the Council by T/998.

¹³ T/948.

¹⁴ T/L.293, T/L.267 and Corr.1.

¹⁵ Transmitted to members of the Council by T/993.

¹⁶ T/947 and Corr.1.

¹⁷ T/979.

¹⁸ T/L.285, T/L.266 and Corr.1.

¹⁹ Transmitted to members of the Council by T/992.

Secretary-General on 14 May 1952. The examination of the report was begun at the 443rd meeting, when Brigadier E. J. Gibbons, the special representative of the Administering Authority, made an opening statement. Questions were then put to him during the 443rd to 445th meetings. At the 445th meeting, the Council began a general discussion of conditions in the Territory, which was concluded at the 448th meeting. At the 445th meeting, the Council appointed a drafting committee, composed of the representatives of Belgium, the Dominican Republic, El Salvador and France, to prepare a draft chapter on the Territory. The recommendations contained in the report of the drafting committee²⁰ were adopted by the Council at the 453rd meeting. The report, as finally adopted at the 455th meeting, forms chapter IV of part II below.

6. Cameroons under French administration

The report of the Government of France on the administration of the Cameroons for the year ended 31 December 1951²¹ was received by the Secretary-General on 16 May 1952. The examination of the report was begun at the 446th meeting, when Mr. Watier, the special representative of the Administering Authority, made an opening statement. Questions were then put to him during the 446th to 449th meetings. At the 449th meeting, the Council began a general discussion of conditions in the Territory, which was concluded at the 451st meeting. At the 449th meeting, the Council appointed a drafting committee, composed of the representatives of China, the Dominican Republic, the United Kingdom and the United States of America, to prepare a draft chapter on the Territory. The recommendations contained in the report of the drafting committee²² were adopted by the Council at the 455th meeting. The report, as finally adopted at the 455th meeting, forms chapter V of part II below.

7. Togoland under British administration

The report of the Government of the United Kingdom on the administration of Togoland for the year ended 31 December 1951²³ was received by the Secretary-General on 13 May 1952. The examination of the report was begun at the 430th meeting, when Mr. M. de N. Ensor, the special representative of the Administering Authority, made an opening statement. Questions were then put to him during the 430th to 434th meetings. At the 435th meeting, the Council held a general discussion of conditions in the Territory. At the 434th meeting, the Council appointed a drafting committee, composed of the representatives of Australia, Belgium, China and El Salvador, to prepare a draft chapter on the Territory. The recommendations contained in the report of the drafting committee²⁴ were adopted by the Council at the 450th meeting. The report, as finally adopted at the 454th meeting, forms chapter VI of part II below.

8. Togoland under French administration

The report of the Government of France on the administration of Togoland for the year ended 31 De-

cember 1951²⁵ was received by the Secretary-General on 16 May 1952. The examination of the report was begun at the 436th meeting, when M. Doise, the special representative of the Administering Authority, made an opening statement. Questions were then put to him during the 436th to 438th meetings. At the 439th meeting, the Council began a general discussion of conditions in the Territory, which was concluded at the 441st meeting. At the 439th meeting, the Council appointed a drafting committee, composed of the representatives of the Dominican Republic, El Salvador, New Zealand and the United States of America, to prepare a draft chapter on the Territory. The recommendations contained in the report of the drafting committee²⁶ were adopted by the Council at the 453rd meeting. The report, as finally adopted at the 455th meeting, forms chapter VII of part II below.

9. Western Samoa

The report of the Government of New Zealand on the administration of Western Samoa for the nine months' period 1 April 1950 to 31 December 1950²⁷ was received by the Secretary-General on 22 October 1951. The examination of the report was begun by the Council at the 390th meeting, when Mr. Wright, the special representative of the Administering Authority, made an opening statement and answered questions by members of the Council relating to conditions in the Territory. In the course of his statement, the special representative explained that the report covered a period of nine months only because the Government's financial year had been altered to coincide with the calendar year. Questioning of the special representative continued until the 393rd meeting, when the Council began a discussion of conditions in the Territory which was continued until the 395th meeting. At the 391st meeting, the Council appointed a drafting committee, composed of the representatives of China, the Dominican Republic, the United Kingdom and the United States of America, to prepare a chapter on the Territory. The recommendations contained in the report of the drafting committee²⁸ were adopted at the 408th meeting. The report, as finally adopted at the 411th meeting, forms chapter VIII of part II below.

10. Nauru

The report of the Government of Australia on the administration of Nauru for the year ended 30 June 1951²⁹ was received by the Secretary-General on 23 January 1952. The examination of the report was begun at the 400th meeting, when Mr. Halligan, the special representative of the Administering Authority, made an opening statement. Questions were then put to him during the 400th to 402nd meetings. At the 402nd meeting, the Council held a general discussion of conditions in the Territory and appointed a drafting committee, composed of the representatives of China, France, Thailand and the United States of America, to prepare a draft chapter on the Territory. The recommendations contained in the report of the drafting

²⁰ T/L.314, T/L.290 and Corr.1.

²¹ Transmitted to members of the Council by T/995.

²² T/L.321, T/L.294 and Corr.1.

²³ T/990.

²⁴ T/L.298, T/L.281 and Corr.1.

²⁵ T/994.

²⁶ T/L.311, T/L.280 and Corr.1.

²⁷ Transmitted to members of the Council by T/942.

²⁸ T/L.231 and Corr.1, T/L.248, T/L.261.

²⁹ Transmitted to members of the Council by T/956.

committee⁸⁰ were adopted, with amendments, by the Council at the 409th meeting. The report, as finally adopted at the 411th meeting, forms chapter IX of part II below.

11. New Guinea

The report of the Government of Australia on the administration of New Guinea for the year ended 30 June 1951⁸¹ was received by the Secretary-General on 5 February 1952. The examination of the report was begun at the 394th meeting when Mr. Halligan, the special representative of the Administering Authority, made an opening statement. Questions relating to conditions in the Territory were then put to him during the 394th to the 399th meetings. The Council then began a general discussion of conditions in the Territory, which was concluded at the 400th meeting. At the 401st meeting, the representative of Australia and the special representative made statements. At the 394th meeting, the Council appointed a drafting com-

mittee, composed of the representatives of Belgium, El Salvador, France and the USSR, to prepare a draft chapter on the Territory. The recommendations contained in the report of the drafting committee⁸² were adopted, with amendments, by the Council at the 410th meeting. The report, as finally adopted at the 411th meeting, forms chapter X of part II below.

12. Pacific Islands

In accordance with Article 83 of the Charter, with the resolution adopted by the Security Council at its 415th meeting on 8 March 1949, and with its own resolution 45 (IV) of 24 March 1949, the Trusteeship Council examined at its tenth session the annual report⁸³ of the Government of the United States of America on its administration of the Trust Territory of the Pacific Islands for the year ended 30 June 1951, and adopted a report⁸⁴ which it transmitted to the Security Council on the exercise of its functions in respect of this strategic area.

⁸⁰ T/L.244 and Corr.1, T/L.250, T/L.262.

⁸¹ Transmitted to members of the Council by T/958.

⁸² T/L.242 and Corr.1, T/L.252, T/L.263.

⁸³ Transmitted to members of the Council by T/950.

⁸⁴ T/L.253, T/L.254, T/L.264.

Chapter III

EXAMINATION OF PETITIONS

1. Introduction

At its tenth session, the Trusteeship Council had on its agenda 302 petitions. The preliminary examination of all petitions was referred to the Standing Committee on Petitions, established by the Council at the 397th meeting of its tenth session and was composed of the representatives of Australia (Chairman), China, El Salvador, New Zealand, the USSR and the United States of America. The Standing Committee held eight meetings, during which it examined thirty-five petitions and one request to make an oral presentation, and submitted seven reports thereon, together with recommendations as to the action to be taken by the Council. The Council considered these reports at its 406th, 408th, 410th and 411th meetings, adopted resolutions on thirty-five petitions, and approved a number of other recommendations of the Committee.

Petitions which were not reported on by the Committee were postponed until the eleventh session.

At its eleventh session, the Trusteeship Council had on its agenda 356 petitions. During the session, two additional petitions were placed on the agenda.

At its 14th, 16th, 19th and 20th meetings, the Standing Committee on Petitions, in accordance with the provisions of paragraph 9 of the report of the Committee on Examination of Petitions,³⁵ discussed the procedure to be applied to the 131 petitions listed in the agenda which, the Standing Committee had decided, wholly concerned general problems to which the attention of the Council had already been called and on which it had taken decisions or made recommendations.

The Standing Committee was of the opinion that, while it was not precluded from considering general problems and had, in fact, given consideration to many such problems, nevertheless the most desirable forum for the discussion of such general problems was the Council in plenary session during its examination of the annual reports on the Territories concerned. The Committee therefore stated in its eighth report³⁶ that it had decided not to apply the established procedure for the examination of petitions to those 131 petitions. Instead, and in order to facilitate reference by members of the Council to the general problems raised in the petitions, the Committee submitted for the Council's information, as an annex to the report, a topical index which indicated for each Trust Territory the general problems raised, in the order normally followed by the Council in the examination of annual reports and, in the case of each subject, referred by symbol to the

relevant documents as well as to the pertinent observations of the Administering Authority.

The Committee recommended that the Secretary-General should be requested to reply individually to the petitioners, with respect to their petitions raising general questions, that the problems mentioned had been brought to the attention of the Council for the use of its members in connexion with the examination of conditions in the Trust Territories concerned, and to inform them of the action, if any, taken by the Council on those questions.

The report was approved by the Council at its 414th meeting.

Of the remaining 227 petitions, eighteen were not examined since they were received by the Administering Authority after the two months' time limit provided in rule 86 of the rules of procedure of the Council.

Of the 209 petitions examined, two were examined in plenary session by the Council and were then referred to the Standing Committee, while the remainder were examined in the first instance by the Standing Committee.

In all, the Standing Committee held thirty-two meetings prior to and during the eleventh session of the Council, and submitted fifteen reports at that session. The reports were considered by the Council at its 413th, 414th, 440th to 442nd and 450th to 453rd meetings, during which it adopted 173 resolutions relating to 209 petitions.

At its 455th meeting, the Council decided that the Standing Committee on Petitions should be composed of the representatives of Belgium, China, El Salvador, New Zealand, the USSR and the United States of America. With the exception of China, all representatives would serve on the Standing Committee until the end of the Council's twelfth regular session; China would be replaced by the Dominican Republic at the beginning of the twelfth session.

2. Petitions concerning Tanganyika

(a) PETITIONS EXAMINED AT THE TENTH SESSION

At its tenth session, the Council took action on the following ten petitions concerning Tanganyika:³⁷

<i>Petition</i>		
<i>Petitioner</i>	<i>document symbol</i>	<i>Resolution</i>
Mr. S. A. Athman	T/Pet.2/100	429 (X)
Mr. Paul Wamba Kudililwa	T/Pet.2/109	430 (X)
Waluguru of Kibungo-Matombo	T/Pet.2/117	431 (X)

³⁷ For a detailed account of the examination of these petitions see the second report of the Standing Committee on Petitions (T/L.255).

³⁵ T/L.243 and Corr.1.

³⁶ T/L.268.

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Mr. Hajivyanis Galinos	T/Pet.2/126	432 (X)
Mr. J. A. Valiani	T/Pet.2/129	433 (X)
Mr. Philip Mosesi	T/Pet.2/133	434 (X)
Messrs. Semvua Kamwe and Salim Losndilo	T/Pet.2/136	434 (X)
Shariff Is-Hak Community, Arusha Branch	T/Pet.2/139	436 (X)
Mr. and Mrs. Sem Nico-demus	T/Pet.2/141	437 (X)
Mr. Petro Ndarboi	T/Pet.2/145	438 (X)

All the above petitions concerned personal matters such as claims for salary arrears, unemployment, property losses, etc. On seven petitions³⁸ the Council drew the attention of the petitioners to the observations of the Administering Authority and decided that no further action was called for. Two petitions³⁹ raised matters which had been the subject of petitions already dealt with by the Council; the Council confirmed its previous decision and decided that no further action was called for. On one petition⁴⁰ which requested permission, refused by the local administration, for land on which to build a church, the Council expressed the hope that the proposal of the local administration that a church be built on mission-owned land would meet the wishes of the petitioners.

(b) PETITIONS EXAMINED AT THE ELEVENTH SESSION

At its eleventh session, the Council disposed of fifty-one petitions concerning Tanganyika. Of these, three were anonymous and twenty-three wholly concerned general problems to which the attention of the Council had already been called and on which it had taken decisions or made recommendations. These petitions, which were before the Council during its examination of the annual report on the Territory, were as follows:

<i>Petitioner</i>	<i>Petition document symbol</i>
Messrs. Mhandeni Mwigwa and Msangazi Mwekonje	T/Pet.2/101
Government Employees Association	T/Pet.2/102
Tanganyika African Association, Mwanza Branch	T/Pet.2/103
Maswa Chiefs and People	T/Pet.2/106
Chiefs of Shinyanga District	T/Pet.2/110
Tanganyika African Association, Dodoma	T/Pet.2/111
African Association of Tanganyika (Mpwapwa Branch)	T/Pet.2/112
Pakati Rural African Council	T/Pet.2/113
African Association Mikindani	T/Pet.2/114
Mr. Joseph K. N. M. Petro	T/Pet.2/118
Tanganyika African Association Headquarters, Dar-es-Salaam	T/Pet.2/120
Messrs. Stanley Munaku, Elias Obed, Hamed Waziri	T/Pet.2/123
Mr. I. R. N. Cormack	T/Pet.2/124
Tanganyika African Government Servants Association	T/Pet.2/125
African Association, Tanga Branch	T/Pet.2/130 and Add.1
Muslim Association of Tanganyika, Tanga Branch	T/Pet.2/132
Mr. A. P. M. Njau	T/Pet.2/138
Upare Native Administration	T/Pet.2/140

<i>Petitioner</i>	<i>Petition document symbol</i>
Chief and Elders of Meru	T/Pet.2/142
Kilimanjaro Union	T/Pet.2/147
Mr. A. P. Mdoe	T/Pet.2/149
Usagari Federation	T/Pet.2/151
Mr. A. P. M. Njau	T/Pet.2/153
Anonymous (three)	T/Pet.2/R.2, R.3 and R.4

An account of the more important questions raised in the above-mentioned petitions appears under the appropriate headings of chapter I of part II of the present report.

Twenty-five petitions were examined individually by the Standing Committee on Petitions and by the Council.⁴¹ These were as follows:

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Representatives of the Wa-Meru Tribe	T/Pet.2/99 and Add.1-7	468 (XI)
Bahaya Union, Bukoba Branch ⁴²	T/Pet.2/104	469 (XI)
Bahaya Union, Geita Branch	T/Pet.2/105	469 (XI)
Chiefs and People of the Kwimba District	T/Pet.2/107	470 (XI)
African Association, Ngudu ⁴²	T/Pet.2/108	471 (XI)
Liwalis of the Mikindani District ⁴²	T/Pet.2/115	472 (XI)
Indian Association, Iringa ⁴²	T/Pet.2/116	473 (XI)
Mr. Abdul-Bary Muhammad Diwan and others ⁴²	T/Pet.2/119	474 (XI)
African Cooks, Washermen and House Servants Association ⁴²	T/Pet.2/121	475 (XI)
Bahaya Union, Dar-es-Salaam Branch ⁴²	T/Pet.2/122	476 (XI)
Mr. Athumani Chakusaga ⁴²	T/Pet.2/127	477 (XI)
Mr. B. L. Vadgama	T/Pet.2/128	478 (XI)
Ishakia Association	T/Pet.2/131	479 (XI)
Chagga Cultural Association, Moshi ⁴²	T/Pet.2/134	480 (XI)
Mr. G. A. Papadopoulos	T/Pet.2/135	481 (XI)
Chagga Council ⁴²	T/Pet.2/137	482 (XI)
Mr. Gamaliell Sablak	T/Pet.2/143	468 (XI)
Representatives of the Waarusha ⁴²	T/Pet.2/144	483 (XI)
Arusha Citizen Union	T/Pet.2/146	484 (XI)
Mr. Joseph Byebaliro ⁴²	T/Pet.2/148	485 (XI)
Mr. Remi Tengo	T/Pet.2/150	486 (XI)
Mr. R. M. Mauchauffee	T/Pet.2/152	487 (XI)
Buhaya (Bukoba) Council ⁴²	T/Pet.2/154	488 (XI)
Mr. Hassani Semboja and fourteen others	T/Pet.2/155	489 (XI)
Mr. Abdalahamani Kaponta ⁴²	T/Pet.2/156	490 (XI)

On sixteen of these petitions⁴³ the Council drew the attention of the petitioners either to the observations of the Administering Authority or to the fact that the general questions raised in their petitions had been and would continue to be examined in connexion with the Council's annual examination of conditions in the Ter-

⁴¹ For a more detailed account, see the fourteenth and sixteenth reports of the Standing Committee (T/L.288, T/L.295).

⁴² These petitions in part concerned general problems to which the attention of the Council had already been called and on which it had taken decisions or made recommendations; they were before the Council during its examination of the annual report on the Territory.

⁴³ T/Pet.2/107, 108, 116, 121, 127, 128, 131, 134, 135, 137, 144, 146, 150, 152, 155, 156.

³⁸ T.Pet.2/100, 126, 129, 133, 139, 141, 145.

³⁹ T/Pet.2/109, 136.

⁴⁰ T/Pet.2/117.

ritory. In the circumstances, the Council decided that no particular recommendations were required, or adopted recommendations about which it did not request special information.

On five petitions relating to social conditions in the Bukoba District,⁴⁴ the Council requested special information from the Administering Authority on measures which it was taking to solve the problem of prostitution, and hoped that the petitioners would be brought to understand the wider social aspects of the problem.

On a petition requesting the establishment of a leprosarium,⁴⁵ the Council urged the petitioners to avail themselves of the services provided by the missions pending the completion of the government leprosarium, about which it requested further information.

With regard to a petition from Africans claiming freehold titles in the Dar-es-Salaam area,⁴⁶ the Council hoped that a survey of the land claimed by the petitioners would be speedily carried out and requested special information from the Administering Authority on the matter.

The two petitions⁴⁷ from representatives of the Wa-Meru raised the question of the enforced removal of a portion of the Meru people from the lands occupied by them in order that the area might be included in a homogeneous block for cattle ranching.

The petitions were examined by the Council and oral hearings granted to the representatives of the petitioners—to Mr. Earle Seaton at the 431st and 432nd meetings on 30 June 1952 and to Mr. Japhet Kirilo at the 451st and 452nd meetings on 21 and 22 July 1952. The Standing Committee on Petitions also examined the petitions and heard further statements from Mr. Seaton at its 33rd, 35th and 36th meetings on 2, 7 and 9 July 1952.

On account of the subject matter of the petitions, the oral statements of the petitioners, and the action taken on the petitions by the Council may be found in the outline of conditions in the Territory, in chapter I of part II of the present report.

3. Petitions concerning Ruanda-Urundi

(a) PETITIONS EXAMINED AT THE TENTH SESSION

At its tenth session, the Council examined and took action on the following ten petitions concerning Ruanda-Urundi:⁴⁸

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Mr. Chaka Selemani	T/Pet.3/40 and Add.1-3	439 (X)
Mr. Bigiraneza	T/Pet.3/41	440 (X)
Ex-chief Ntunguka	T/Pet.3/42 and Add.1	441 (X)
Mr. Joseph Marie Ngwela	T/Pet.3/43 and Add.1	442 (X)
Mr. Ch. d'Adesky	T/Pet.3/45	443 (X)
Mr. Kabondo	T/Pet.3/46	444 (X)
Mr. Jean Kangabo	T/Pet.3/47	445 (X)

⁴⁴ T/Pet.2/104, 105, 122, 148 and 154.

⁴⁵ T/Pet.2/115.

⁴⁶ T/Pet.2/119.

⁴⁷ T/Pet.2/99 and Add. 1-7, T/Pet.2/143.

⁴⁸ For a more detailed account see the third report of the Standing Committee (T/L.256).

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Mr. Petro Bikirobe	T/Pet.3/49	446 (X)
Mr. Jean Sebekuavu	T/Pet.3/52	447 (X)
Mrs. Madeleine Cebengwe	T/Pet.3/54	448 (X)

All those petitions raised questions of a personal nature such as alleged unjust imprisonment, property losses, length of detention before trial, inadequate salaries, etc. The Council drew the attention of the petitioners to the observations of the Administering Authority, decided that no action was necessary on those petitions either directed against judgments of competent courts of the Administering Authority or raising questions which might be brought before the courts,⁴⁹ and drew the attention of the petitioners to appropriate recommendations adopted by the Council and to the fact that the general questions in their petitions had been and would continue to be discussed in connexion with the Council's annual examination of conditions in the Trust Territory. The Council's action on the petitions raising the question of detention pending trial⁵⁰ is dealt with in chapter II of part II of the present report.⁵¹

(b) PETITIONS EXAMINED AT THE ELEVENTH SESSION

The Council, at its eleventh session, dealt with thirteen petitions concerning Ruanda-Urundi. Seven were either anonymous or wholly concerned general problems to which the attention of the Council had already been called and on which it had taken decisions or made recommendations. The petitions, which were before the Council during its examination of the annual report of the Territory, were as follows:

<i>Petitioner</i>	<i>Petition document symbol</i>
Mr. François Rukeba	T/Pet.3/48
Mr. Telesplore Karekezi and four other prisoners at Usum-bura	T/Pet.3/50
Mr. Fr. X. Buzingo	T/Pet.3/51
Mr. C. B. Mugutu	T/Pet.3/53
Anonymous (three)	T/Pet.3/R.1, R.2 and R.3

An account of some of the questions raised in those petitions appears in chapter II of part II below.

Five petitions were examined individually by the Standing Committee on Petitions and the Council,⁵² as follows:

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Union des Colons du Ruanda-Urundi (two)	T/Pet.3/39 and T/Pet.3/55	491 (XI)
Mr. Nzamwita Gaston Jovite	T/Pet.3/44 and Add.1	491 (XI)
Dr. R. Van Saceghem	T/Pet.3/57	492 (XI)
Mr. P. J. Wilkinson	T/Pet.3/58	493 (XI)
		494 (XI)

⁴⁹ T/Pet.3/40, 41, 42, 46, 49 and 52.

⁵⁰ T/Pet.3/40 and Add.1-3; T/Pet.3/43 and Add.1.

⁵¹ T/L.267, pages 15-16.

⁵² For a more detailed account, see the fifteenth and twenty-second reports of the Standing Committee on Petitions (T/L.289), T/L.306).

⁵³ These petitions in part concerned general problems to which the attention of the Council had already been called and on which it had taken decisions or made recommendations; they were before the Council during its examination of the annual report on the Territory.

The Council drew the attention of the petitioners to the observations of the Administering Authority and to any recommendations of the Council on the questions raised, and informed them that the general questions raised in their petitions had been and would continue to be examined by the Council in connexion with its annual examination of conditions in the Territory. In the circumstances, the Council decided that no specific recommendation was required, or adopted recommendations about which it did not request special information from the Administering Authority.

One petition, from Mr. Chaka Selemani⁵⁴ was declared inadmissible since it did not concern the affairs of a Trust Territory.

4. Petitions concerning Somaliland under Italian administration

(a) PETITIONS EXAMINED AT THE TENTH SESSION

At its tenth session, the Council examined and took action on the following six petitions concerning Somaliland under Italian administration:⁵⁵

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Mr. Ali Nur Abdi	T/Pet.11/36	449 (X)
Some ex-Italian soldiers	T/Pet.11/37	450 (X)
Mr. Kulmie Aden Ahmed	T/Pet.11/38 and Add.1	451 (X)
Mr. Hashi Arab Mohamed	T/Pet.11/48	452 (X)
Chief Giumale Barre and others	T/Pet.11/58	453 (X)
Mr. Somou Islao Nur	T/Pet.11/61	454 (X)

All these petitions raised questions of a personal nature such as claims for compensation for injury or property damage, requests for back pay, land disputes, etc. Consideration of two petitions⁵⁶ was postponed to the eleventh session pending receipt of additional information from the Administering Authority. In another case,⁵⁷ the Council informed the petitioner that, if he wished to seek redress, he could do so in the local courts. On the other petitions, the Council drew the attention of the petitioners to the observations of the Administering Authority and decided that no further action was called for.

(b) PETITIONS EXAMINED AT THE ELEVENTH SESSION

During its eleventh session, the Council disposed of 209 petitions concerning Somaliland under Italian administration. Eighty-one wholly concerned general problems to which the attention of the Council had already been called and on which it had taken decisions or made recommendations and one was anonymous. Those petitions, which were before the Council during its examination of the annual report on the Territory, were as follows:

<i>Petitioner</i>	<i>Petition document symbol</i>
Hisbia Dighil and Mirifle, Branch of Bardera	T/Pet.11/34
Abdul Ghami Cheikh Ahmed Bor	T/Pet.11/35
Somali Youth League (Central Committee)	T/Pet.11/40

<i>Petitioner</i>	<i>Petition document symbol</i>
Hamar Youth Club, Mogadiscio	T/Pet.11/42 and Corr.1
Moslem League, Mogadiscio	T/Pet.11/43 and Corr.1
International Ethiopian Council for Study and Report	T/Pet.11/66
Mr. Tom Groves	T/Pet.11/67
Somali Youth League, Branch of Galib	T/Pet.11/69
Representatives of the Ogaden Tribes	T/Pet.11/73
Somalia Conference Meeting	T/Pet.11/74
Unione Africana-Somalia, Mogadiscio	T/Pet.11/75
Unione Patriottica Bimalia and Hisbia	T/Pet.11/76
Dighil and Mirifle	T/Pet.11/78
Unione Africana-Somalia, Branch of Afgoi	T/Pet.11/79
Chiefs and Notables of Merca	T/Pet.11/80
Somali Youth League, Branch of Merca	T/Pet.11/81
Associazione Gioventù Benadir	T/Pet.11/86
Mrs. Mullaha Hassen and others	T/Pet.11/87
Merchant of Somalia	T/Pet.11/91
Unione Africana-Somalia, Branch of Belet Uen	T/Pet.11/93
Unione Africana-Somalia, Branch of Bulo Burti	T/Pet.11/94
Unione Africana-Somalia, Branch of Baidoa	T/Pet.11/95
Unione Africana-Somalia, Branch of Bur Acaba	T/Pet.11/96
Società Anonima Cooperativa Agricola, Mille Braccia, Somalia	T/Pet.11/98
Mr. Hassan Mohamed Hindi and others	T/Pet.11/101
Mr. Ismail Mahamud and others	T/Pet.11/102
Mr. Jama Gurri and others	T/Pet.11/103
Artigianato Somalia	T/Pet.11/104
Unione Difesa della Somalia, Mogadiscio	T/Pet.11/105
Hisbia Dighil and Mirifle, Mogadiscio	T/Pet.11/110
Associazione Maniferro Somalia	T/Pet.11/111
Representatives of the 643 Somali orphans	T/Pet.11/116
Mr. Hussen Ozman	T/Pet.11/117
Elders and Sheikhs of Ishia Baidoa	T/Pet.11/119
Unione Giovani Benadir	T/Pet.11/121
Mr. Abucar Mahamud Ahmed	T/Pet.11/141
Mr. Hagi Mohamed Musa Amr	T/Pet.11/143
Somali Youth League, Branch of Alula	T/Pet.11/146
Mr. Hassan Mohamed Hassan	T/Pet.11/152
Lega Progressista Somalia, Bender Cassim	T/Pet.11/153
Mr. Farah Isshak Farah and others	T/Pet.11/155
Chiefs and Notables of the Irir Samal Group	T/Pet.11/161
Chiefs of the Dighil and Mirifle Tribes	T/Pet.11/163
Somali Youth League, Branch of Kismayo	T/Pet.11/167
Somali Youth League, Branch of Jamama	T/Pet.11/169
Mr. Eid ibn Othman and fourteen others	T/Pet.11/170
Sheikh Hagi Muallim Omar of Baidoa	T/Pet.11/172
Somali Youth League, Branch of Afgoi	T/Pet.11/173
Somali Youth League, Branch of Dafet	T/Pet.11/175
Somali Youth League, Branch of Bardera	T/Pet.11/176
Mr. Farah Barre Mussa	T/Pet.11/177
Sheikh Kassim ibn Moallim	T/Pet.11/178
Pupils of the Primary School, Garda	T/Pet.11/180
Somali Youth League, Branch of Gardo	T/Pet.11/184
Sheikh Aissa Mussa Yusuf	T/Pet.11/185
Somali Youth League, Branch of Bender Cassim	T/Pet.11/186
Chiefs and Leaders of Mudugh	T/Pet.11/187
Representatives of the People of Alula	T/Pet.11/188
Sheikh Mohammed Yahya and eight others	T/Pet.11/189
Somali Youth League, Branch of Bender Cassim	T/Pet.11/190
Islao Omar Ali and twenty-two others of the "rer Hamar"	T/Pet.11/192

⁵⁴ T/Pet.3/56.

⁵⁵ For a more detailed account see the fourth report of the Standing Committee on Petitions (T/L.257).

⁵⁶ T/Pet.11/36 and 58.

⁵⁷ T/Pet.11/38 and Add.1.

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Petitioner</i>	<i>Petition document symbol</i>
Lega Progressista Somala, Branch of Galcaio	T/Pet.11/193	Somali Youth League, Branch of Oddur	T/Pet.11/213
Mr. Aden Scire and eleven others	T/Pet.11/194	Somali Youth League, Branch of Gardo	T/Pet.11/215
Sultan Ali Yassin and fourteen others	T/Pet.11/195	Somali Women of Bender Cassim	T/Pet.11/216
Secretary of Unione Africana, Bulu Burti	T/Pet.11/197	Mudugh Area (twenty-three identical petitions received from this area)	T/Pet.11/217
Mr. Abdullahi Scek Mohamud and twelve others	T/Pet.11/199	Society for Somali Language and Culture	T/Pet.11/221
Mr. Khalifa Hagi Mussa and three others	T/Pet.11/200	Chiefs and Notables of the Mudugh Province, Darot and Averghidir Tribes	T/Pet.11/243
Messrs. Hagi Ahmed Ismael and Hagi Ismael Yusuf	T/Pet.11/201	Anonymous petition — signed "an unhappy Somali"	T/Pet.11/R.1
Chief Ali Fara	T/Pet.11/204		
Somali Youth League, Branch of Baidoa	T/Pet.11/205		
Mr. Issa Yusuf Mead and five others	T/Pet.11/207		
Somali Youth League, Branch of Bender Beila	T/Pet.11/208		
Lega Musulmana	T/Pet.11/209		
Sultans, Leaders and Sheikhs	T/Pet.11/210		
Sheikh Mukhtar Mohamed and five others	T/Pet.11/212		

An account of the principal questions raised in the petitions appears under the appropriate headings of chapter III of part II of the present report.

The Standing Committee on Petitions and the Council examined individually 127 petitions. These were as follows:

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Report of the Standing Committee on Petitions document symbol</i>	<i>Resolution</i>
Somali Youth League, Branch of Bardera	T/Pet.11/33	T/L.273	495 (XI)
Mr. Idris Omar Gude and others from Goluen	T/Pet.11/39	T/L.273	496 (XI)
Hamar Youth Club	T/Pet.11/41	T/L.282	497 (XI)
Unione Difesa della Somalia	T/Pet.11/44	T/L.273	498 (XI)
Representatives of the Disso, Emit and Wanghel Tribes	T/Pet.11/45 and Add.1	T/L.269	499 (XI)
Somali Youth League, Branch of Bardera	T/Pet.11/46	T/L.269	500 (XI)
Hisbia Dighil and Mirifle, Branch of Bardera	T/Pet.11/47	T/L.269	500 (XI)
Somali Youth League, Branch of Dolo	T/Pet.11/49	T/L.273	501 (XI)
Mr. Hussien id Barre Samantar and others	T/Pet.11/50	T/L.269	502 (XI)
Messrs. Haji Hassan, Iusuf Haji Hassan and others	T/Pet.11/51	T/L.269	503 (XI)
Somali Youth League, Galcaio District	T/Pet.11/52 and Add.1	T/L.269	504 (XI)
Somali Youth League, Branch of Dusamareb	T/Pet.11/53	T/L.273	505 (XI)
Mr. Yusuf Mussa Abucar	T/Pet.11/55 and Add.1-2	T/L.273	506 (XI)
Certain merchants of Mogadiscio	T/Pet.11/56	T/L.273	507 (XI)
Somali Youth League, Branch of Merca	T/Pet.11/57	T/L.273	508 (XI)
Chief Giumale Barre and others	T/Pet.11/58	T/L.282	509 (XI)
Mr. Darman Hassan and others	T/Pet.11/59 and Add.1	T/L.273	510 (XI)
Somali Youth League, Branch of Lugh Ferrandi	T/Pet.11/60 and Add.1	T/L.269	511 (XI)
Messrs. Haji Assan Giama, Haji Assan Egal and others	T/Pet.11/62	T/L.269	503 (XI)
Mr. Haji Mohamed Yussuf Alim	T/Pet.11/63	T/L.273	512 (XI)
Somali Youth League, Branch of Dusamareb	T/Pet.11/64	T/L.273	513 (XI)
Mr. Nur Allakal and others	T/Pet.11/65 and Add.1-3	T/L.273	514 (XI)
Somali Youth League, Branch of Afmadu	T/Pet.11/68	T/L.273	515 (XI)
Somali Youth League, Branch of Brava	T/Pet.11/70	T/L.273	516 (XI)
Mr. Hussien Gassaim Mahamud	T/Pet.11/71	T/L.269	517 (XI)
Mr. Mohamed Mahamud and others	T/Pet.11/72	T/L.269	518 (XI)
Somali Youth League, Branch of Brava	T/Pet.11/77	T/L.282	519 (XI)
Mr. Salah Mohamed Abocar	T/Pet.11/82	T/L.273	520 (XI)
Messrs. Saleh Mohamed and Ahamed Mohamed	T/Pet.11/83	T/L.269	521 (XI)
Workers of the Autoparco Civile	T/Pet.11/84	T/L.273	522 (XI)
Mr. Dirie Warsama Ahmed	T/Pet.11/85	T/L.282	523 (XI)
Somali Youth League, Branch of Kismayu	T/Pet.11/88	T/L.282	524 (XI)
Somali Youth League, Branch of Bulu Burti	T/Pet.11/89	T/L.282	525 (XI)
Somali Youth League, Branch of Gardo	T/Pet.11/90	T/L.273	526 (XI)
Comitato Centrale dei Commerciali, Mogadiscio	T/Pet.11/92	T/L.278	527 (XI)
Mr. Mohamed Sheikh Nur	T/Pet.11/97	T/L.278	528 (XI)
Allievi Scuola Preparazione Politico Amministrativa	T/Pet.11/99	T/L.278	529 (XI)
Guardie Garcerarie Somale	T/Pet.11/100	T/L.278	530 (XI)
Somali Youth League, Branch of Afgoi	T/Pet.11/106	T/L.278	531 (XI)
Mr. Farah Mohamed Usman and others	T/Pet.11/107	T/L.278	532 (XI)

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Report of the Standing Committee on Petitions document symbol</i>	<i>Resolution</i>
Sindacato Personale Autoctono, Mogadiscio	T/Pet.11/108	T/L.282	533 (XI)
Temporary Committee and Members of the Hisbia			
Dighil and Mirifle, Mogadiscio	T/Pet.11/109	T/L.278	534 (XI)
Somali Youth League, Branch of Galcaio	T/Pet.11/112 and Adds.1-2	T/L.282	535 (XI)
Somali Lorry Owners	T/Pet.11/113	T/L.278	536 (XI)
Sheikhs, Chiefs and Notables of the Mijertein Province	T/Pet.11/114	T/L.282	537 (XI)
Mr. Ibrahim Moallim Ali and others	T/Pet.11/115	T/L.278	538 (XI)
Somali Youth League, Branch of Alula	T/Pet.11/118	T/L.278	539 (XI)
Somali Youth League, Mogadiscio	T/Pet.11/120	T/L.282	540 (XI)
Mr. Ismail Adan Mumin	T/Pet.11/122	T/L.269	541 (XI)
Mr. Salah Abdi Mohamed Musse	T/Pet.11/123	T/L.269	542 (XI)
Mr. Ismail Fara Issa	T/Pet.11/124	T/L.269	543 (XI)
Messrs. Farah Mohamed, Mohamed Ali, and Jama Adeh	T/Pet.11/125	T/L.278	544 (XI)
Mr. Ahamed Mohamed Ulo	T/Pet.11/126	T/L.269	545 (XI)
Messrs. Haji Mohamed Hassono and Haji Iman	T/Pet.11/127	T/L.273	546 (XI)
Mr. Ismail Nur Shirmarke	T/Pet.11/128	T/L.269	547 (XI)
Mr. Issa Yusuf Mead	T/Pet.11/129 and Adds.1-2	T/L.269	548 (XI)
Mr. Osman Mussa Arrale	T/Pet.11/130	T/L.269	549 (XI)
Mr. Yusuf Ali	T/Pet.11/131	T/L.269	550 (XI)
Mr. Hassan Gulen and four other ex-soldiers	T/Pet.11/132	T/L.269	551 (XI)
Mr. Mohamed Awod Daar	T/Pet.11/133	T/L.278	552 (XI)
Mr. Yusuf Farah Abdi and others	T/Pet.11/134	T/L.278	553 (XI)
Mr. Haji Abo' Imanchio	T/Pet.11/135	T/L.278	554 (XI)
Mr. Mohamed Hirabe and thirty-six other ex-soldiers	T/Pet.11/136	T/L.278	555 (XI)
Mr. Nur Ahamed Hassan	T/Pet.11/137	T/L.278	556 (XI)
Mr. Carashe Ibrahim Ali and two other ex-soldiers	T/Pet.11/138	T/L.278	557 (XI)
Mr. Issa Omar Ghodi	T/Pet.11/139	T/L.278	558 (XI)
Mr. Mohamed Ali Ahmed and others	T/Pet.11/140	T/L.269	559 (XI)
Mr. Abdi Ade and six others	T/Pet.11/142	T/L.278	560 (XI)
Messrs. Salah Musse Hassan and Abdi Nur Uarsama	T/Pet.11/144	T/L.278	561 (XI)
Mr. Giama Ali Mattan	T/Pet.11/145	T/L.278	562 (XI)
Mr. Nohou Mohamed Abiker and others	T/Pet.11/147	T/L.278	563 (XI)
Mr. Scerif Abubakar	T/Pet.11/148	T/L.269	564 (XI)
Mr. Ali Auale Ghere	T/Pet.11/149	T/L.282	565 (XI)
Representatives of the Abgal-Yusuf Tribe	T/Pet.11/150	T/L.278	566 (XI)
Mr. Mohamed Amir	T/Pet.11/151	T/L.278	567 (XI)
Mr. Hagi Ibrahim and others	T/Pet.11/154	T/L.269	568 (XI)
Mr. Scerif Ahmed Abdalla	T/Pet.11/156	T/L.278	569 (XI)
Somali Youth League, Branch of Belet Uen	T/Pet.11/157	T/L.282	570 (XI)
Representatives of the Wak-Bio Tribe	T/Pet.11/158	T/L.278	563 (XI)
Messrs. Abdulkadir Yerow Issack and Mohamed Sheikh Ahmed	T/Pet.11/159	T/L.278	571 (XI)
Somali Youth League, Branch of Alula	T/Pet.11/160 and Add.1	T/L.278	572 (XI)
Mr. Abdullahi Ali Hassan	T/Pet.11/162	T/L.269	573 (XI)
Mr. Ahmed Mohamed Hussein Mohamed	T/Pet.11/164	T/L.278	574 (XI)
Members of the Committee of Società Anonima Cooperativa Agricola, Mille Braccia, Somalia	T/Pet.11/165	T/L.269	575 (XI)
Unione Patriottica Bimalia and Hisbia Dighil and Mirifle, Merca	T/Pet.11/166	T/L.269	576 (XI)
Mr. Hagi Mohamed Yusuf Alim	T/Pet.11/168	T/L.273	512 (XI)
Pupils of the Evening School, Merca	T/Pet.11/171	T/L.278	577 (XI)
Arab Community of Kismayo	T/Pet.11/174	T/L.278	578 (XI)
Somali women in Gardo	T/Pet.11/179	T/L.269	579 (XI)
Mr. Hassan Ibrahim Mohamed and thirteen others	T/Pet.11/181	T/L.278	580 (XI)
Sheikh Mohamed Hagi Aid abd el Rahman	T/Pet.11/182	T/L.282	581 (XI)
Hassan Yusuf and four others	T/Pet.11/183	T/L.278	582 (XI)
Somali Youth League, Branch of Gardo	T/Pet.11/191	T/L.273	526 (XI)
Mr. Mohamed Bothar and five others	T/Pet.11/196	T/L.282	583 (XI)
Mr. Sama Aliu Abudrrasman	T/Pet.11/198	T/L.282	584 (XI)
Mr. Ahmed Ali Isse	T/Pet.11/202	T/L.269	585 (XI)
Mr. Mohamed Ali Uene	T/Pet.11/203	T/L.269	586 (XI)
Mr. Demo Hasci and three others	T/Pet.11/206	T/L.282	587 (XI)
Representative of the Merehan Tribe	T/Pet.11/211	T/L.278	588 (XI)
Messrs. Salah Ibrahim, Mohamed Hussien and fifteen others	T/Pet.11/214	T/L.278	589 (XI)

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Report of the Standing Committee on Petitions document symbol</i>	<i>Resolution</i>
Chief Malim Aden Merehan	T/Pet.11/219	T/L.278	590 (XI)
Somali Youth League, Branch of Kismayu	T/Pet.11/220	T/L.282	591 (XI)
Mr. Ahmed Shire Lawaha	T/Pet.11/222 and Add.1	T/L.282	592 (XI)
Mr. Mohamed Scek Osman, Secretary-General of the Unione Africani-Somali	T/Pet.11/223	T/L.282	593 (XI)
Somali Youth League, Branch of Dolo	T/Pet.11/224	T/L.282	594 (XI)
Representatives of the Abgal Waesle Tribe, rer Ali Gaff	T/Pet.11/226	T/L.282	595 (XI)
Moalim Adan Ali	T/Pet.11/227	T/L.282	596 (XI)
Mr. Abdullahi Mahmud Hassan Mohamed	T/Pet.11/228	T/L.282	597 (XI)
Mr. C. A. Koumariansos	T/Pet.11/229 and Add.1	T/L.282	598 (XI)
Chiefs of the Aulihan Tribe	T/Pet.11/230	T/L.282	599 (XI)
Ugaz Ghedi Dahor	T/Pet.11/231	T/L.282	599 (XI)
Miss E. Sylvia Pankhurst	T/Pet.11/232	T/L.282	600 (XI)
Mr. Barud Ismail Raghe	T/Pet.11/233	T/L.282	601 (XI)
Rappresentanza Caporali e Capi Squandra gia Servizio Locust Control	T/Pet.11/234	T/L.282	602 (XI)
Mohamed Scek Abdurrahman and others	T/Pet.11/235	T/L.282	603 (XI)
Scek Ali Haji Abdalla	T/Pet.11/236	T/L.282	604 (XI)
Mr. Jama Hassan Ibrahim Hussen	T/Pet.11/237	T/L.286	605 (XI)
Mr. Scire Dirie Abdille Coscin and six others	T/Pet.11/238	T/L.286	606 (XI)
Mr. Abdullahi Sugulle Hussen	T/Pet.11/239	T/L.282	607 (XI)
Mr. Abdiraman Hersi Ali	T/Pet.11/240	T/L.282	608 (XI)
Mr. Isse Abdi Hassan and two others	T/Pet.11/241	T/L.286	609 (XI)
Representatives of the Shidle Sagalo Tribe	T/Pet.11/242	T/L.282	610 (XI)
Chief Haji Ali Scirua	T/Pet.11/244	T/L.282	591 (XI)
Thirty-nine persons in Dusamareb	T/Pet.11/251	T/L.282	611 (XI)
Mrs. Anot Warsama	T/Pet.11/252	T/L.282	612 (XI)
Mr. Omar Jumale Ali	T/Pet.11/253	T/L.282	613 (XI)
Mr. Kalif Igou Osman and other representatives of the Shidle peasants	T/Pet.11/254	T/L.282	614 (XI)

On fifty-one of the petitions⁵⁸ the Council drew the attention of the petitioners either to the observations of the Administering Authority or to appropriate recommendations of the Trusteeship Council and decided that no further action was called for. No action was taken on one petition⁵⁹ concerning an alleged killing in the absence of more specific information. On ten petitions,⁶⁰ the Council took no action since they concerned disputes dealt with by the local courts or with which the courts were competent to deal. On eleven petitions⁶¹ the Council took no action since it considered the dispute satisfactorily settled or the request of the petitioners met.

On the remaining petitions⁶² the Council adopted resolutions containing various specific recommendations. Some of the more important of those petitions and the action taken on them are as follows:

On four petitions⁶³ requesting payment of salary arrears, the Council expressed the hope either that an early decision would be reached by the appropriate authorities or that the Administering Authority would

consider the possibility of granting salary arrears to the petitioners and in other similar cases. The Council requested special information on the Administering Authority's implementation of the first of these resolutions.

Three petitions⁶⁴ requested aid in obtaining compensation for losses suffered during the Baidoa incidents of April 1950. The Council expressed the hope that the Administering Authority would consider the possibility of examining those claims which had not been submitted to date to the appropriate Commission in Baidoa. The Council requested special information from the Administering Authority on the action taken on these resolutions.

One petition⁶⁵ complained of arbitrary dismissal from the service of the Administration. The Council expressed the hope that the Administering Authority would give sympathetic consideration to the reinstatement of the petitioner if the case arose after his return to the Territory from Egypt. The Council requested special information on the Administering Authority's implementation of this resolution.

Ten petitions⁶⁶ complained, *inter alia*, of discrimination against members of the Somali Youth League. The Council recommended that the Administering Authority continue to take measures to dissipate the feeling on the part of the League that their party was discriminated against.

⁵⁸ T/Pet.11/44, 45, 46, 47, 56, 58, 60, 63, 68, 71, 72, 84, 85, 97, 107, 108, 112, 120, 122, 123, 128, 129, 130, 131, 132, 133, 140, 145, 149, 157, 165, 166, 168, 179, 183, 196, 198, 202, 203, 206, 220, 223, 228, 230, 231, 233, 237, 240, 244, 251, 254.

⁵⁹ T/Pet.11/211 and Corr.1.

⁶⁰ T/Pet.11/39, 127, 148, 151, 156, 162, 164, 174, 236, 239.

⁶¹ T/Pet.11/51, 62, 109, 147, 158, 159, 171, 229, 232, 234, 235.

⁶² T/Pet.11/33, 41, 49, 50, 52, 53, 55, 57, 59, 64, 65, 70, 77, 82, 83, 88, 89, 90, 92, 99, 100, 106, 113, 114, 115, 118, 124, 125, 126, 134, 135, 136, 137, 138, 139, 142, 144, 150, 154, 160, 181, 182, 191, 214, 219, 222, 224, 226, 227, 238, 241, 242, 252, 253.

⁶³ T/Pet.11/55, 82, 136, 138.

⁶⁴ T/Pet.11/142, 238, 241.

⁶⁵ T/Pet.11/222.

⁶⁶ T/Pet.11/33, 49, 53, 57, 64, 90, 125, 144, 199, 224.

In one petition,⁶⁷ a political party complained that it had been unjustly excluded from the Territorial Council. The Trusteeship Council drew the attention of the petitioners to the statement of the Administering Authority that the party would be entitled to representation when it had at least five registered branches in the interior of the Territory, and considered that a basis had been provided for a satisfactory settlement of the case. The Council requested special information from the Administering Authority on the action taken on the Council's resolution.

Two petitions⁶⁸ complained that the Administration had exacted or threatened to exact collective fines from their tribes in the form of cattle. The Council noted that the Administering Authority was aware of the inequities which might result from a system of collective sanctions, hoped that it would vigorously pursue its present policy which looked towards the abolition of this system, but recognized that until a new system was instituted the imposition of collective sanctions was in accordance with existing law.

Four petitions⁶⁹ protested against the anti-locust measures undertaken by the Administration. The Council recommended that the Administration continue its practice of explaining in advance to the inhabitants concerned the characteristics and objectives of the anti-locust measures it contemplated undertaking, and urged the local population to co-operate with the Administration.

One petition⁷⁰ complained of the cost to Somalis of leasing farm machinery from the Administration. The Council expressed the hope that the Administering Authority would implement as soon as possible its plan to lease farm machinery at low cost to Somali farmers.

One petition⁷¹ complained that the Administration in levying taxes based its actions on pre-war edicts. The Council expressed the hope that the Administration would implement without delay its plan to modify and reform the fiscal system of the Territory.

Another petition⁷² complained of lack of assistance from the Administration in the formation of an agricultural co-operative and of the occupation of tribal land by the Administration for an experimental centre. The Council expressed the hope that the Administering Authority would continue to encourage the establishment of Somali agricultural co-operatives, and that it would take all necessary measures to explain to the local population concerned the temporary character and the purpose of the experimental centre; and urged the Administering Authority to exercise the utmost caution in the matter of land concession pending the enactment of new land legislation.

Another petition⁷³ concerned a land dispute. The Council expressed the hope that a settlement agreeable to the local population would soon be reached, and requested special information from the Administering Authority on the action taken on the resolution.

One petition⁷⁴ alleged that certain Italians had arbitrarily taken possession of land in the district. The Council noted with satisfaction that the Administering Authority contemplated enacting new land legislation for the Territory, and urged it to exercise the utmost caution in the matter of land leases pending the enactment of that legislation.

On a petition⁷⁵ which complained of labour conditions the Council expressed the hope that the Administering Authority would take all necessary measures in order to enact in the near future a labour code applicable to the Territory.

One petition⁷⁶ complained of discrimination by the Administration in favour of Italians in assigning transport work. The Council expressed the hope that the Administration would take all necessary measures to ensure that the syndicate which distributed orders did not exercise discrimination in allocating work among its members, and informed the petitioners that they could appeal to the Administration if they felt that the syndicate in question practised discrimination.

Five petitions⁷⁷ registered complaints concerning persons detained in prison without trial. The Council expressed the hope that the Administering Authority would make every effort to bring offenders to trial with the least possible delay.

On five petitions⁷⁸ complaining of inadequate medical and educational facilities in various areas, the Council either recommended that the Administering Authority take all possible steps to improve those facilities or expressed the hope that it would implement its plans to do so. On one of these petitions⁷⁹ the Council further recommended that the Administering Authority stimulate the initiative and participation of the local population in the development of the area by encouraging the establishment of local education, health and other committees.

One petition⁸⁰ contained criticisms of the school for training students in political administration. The Council expressed the hope that the Administering Authority would progressively increase and improve the training of indigenous students in all aspects of political administration and urged the local population to make the widest use of the available training facilities.

On a petition⁸¹ which complained of inadequate educational facilities, the Council expressed the hope that the Administering Authority would implement without delay its plan for improvement and that UNESCO would co-operate to the fullest extent with the Administering Authority with a view to instituting a basic education programme for the nomadic population.

5. Petitions concerning the Cameroons under British administration

(a) PETITIONS EXAMINED AT THE TENTH SESSION

At its tenth session, the Council examined and took

⁶⁷ T/Pet.11/41.

⁶⁸ T/Pet.11/150, 226.

⁶⁹ T/Pet.11/50, 52, 182, 252.

⁷⁰ T/Pet.11/154.

⁷¹ T/Pet.11/92.

⁷² T/Pet.11/115.

⁷³ T/Pet.11/242.

⁷⁴ T/Pet.11/106.

⁷⁵ T/Pet.11/59.

⁷⁶ T/Pet.11/113.

⁷⁷ T/Pet.11/114, 118, 160, 181, 227.

⁷⁸ T/Pet.11/33, 70, 77, 106, 160.

⁷⁹ T/Pet.11/70.

⁸⁰ T/Pet.11/99.

⁸¹ T/Pet.11/106.

action on the following four petitions concerning the Cameroons under British administration:⁸²

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Mr. Philip F. Dinka	T/Pet.4/73	455 (X)
Ex-Servicemen's Union	T/Pet.4/74	456 (X)
Mr. John Kille Birmingham	T/Pet.4/75	457 (X)
Mr. Jacob A. Nwange and others	T/Pet.4/77	458 (X)

These petitions concerned questions of a personal nature such as applications for loans, inadequate pensions, etc. The Council drew the attention of the petitioners to the observations of the Administering Authority and decided that no further action was called for.

(b) PETITIONS EXAMINED AT THE ELEVENTH SESSION

At its eleventh session, the Council disposed of six petitions concerning the Cameroons under British administration. All these petitions were examined individually by the Standing Committee on Petitions and by the Council.⁸³

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Mr. Joseph Ngu	T/Pet.4/70 and Add.1	615 (XI)
French Cameroons Welfare Union	T/Pet.4/71 and Add.1 to 5	615 (XI)
French Cameroons Welfare Union	T/Pet.4/76 and Add.1	615 (XI)
Bakweri Land Committee	T/Pet.4/72	616 (XI)
Mr. A. K. Ikomi	T/Pet.4/78	617 (XI)
Josue Noubissie	T/Pet.4/80	618 (XI)
Bwinga Native Community	T/Pet.4/81	619 (XI)
Mr. Martin Asongwed and others, Bamenda Improvement Association	T/Pet.4/82	620 (XI)

On two petitions⁸⁴ the Council drew the attention of the petitioners to the observations of the Administering Authority, and considered that no recommendation was necessary. The first concerned a land dispute. The second complained of the seizure of cocoa which the petitioner was transporting across the border to the British Cameroons.

Other petitions concerning the Cameroons under British administration are dealt with in the outline of conditions in the Territory (see chapter IV, part II, of the present report).

6. Petitions concerning the Cameroons under French administration

(a) PETITIONS EXAMINED AT THE TENTH SESSION

At its tenth session, the Council examined and took action on three petitions concerning the Cameroons under French administration:⁸⁵

⁸² For a more detailed account see the fifth report of the Standing Committee on Petitions (T/L.258).

⁸³ For a more detailed account, see the twentieth report of the Standing Committee on Petitions (T/L.308).

⁸⁴ T/Pet.4/78, 80.

⁸⁵ For a more detailed account, see the seventh report of the Standing Committee on Petitions (T/L.260).

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Mr. Constantin Alega Amougou	T/Pet.5/98	459 (X)
Mr. Jean Nguea Nyongou	T/Pet.5/100	460 (X)
Union des Populations du Cameroun, Nkongsamba	T/Pet.5/102 and Add.1	461 (X)

All three petitions concerned land disputes. The Council drew the attention of the petitioners to the observations of the Administering Authority and, with regard to the first petition, to relevant recommendations the Council had adopted.

(b) PETITIONS EXAMINED AT THE ELEVENTH SESSION

At its eleventh session, the Council disposed of eight petitions concerning the Cameroons under French administration. One of these, that of the Ressortissants Camerounais de Paris⁸⁶ wholly concerned general problems to which the attention of the Council had already been called and on which it had taken decisions or made recommendations. This petition was before the Council during its examination of the annual report on the Territory. An account of the more important questions raised in the petition appears under the appropriate headings of chapter V of part II of the present report.

Seven petitions were examined individually by the Standing Committee on Petitions and by the Council.⁸⁷ These were as follows:

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Union des populations du Cameroun ⁸⁸	T/Pet.5/97	622 (XI)
Union des populations du Cameroun, ⁸⁸ Central Office of M'Balmayo	T/Pet.5/99	623 (XI)
Union des populations du Cameroun, Comité régional de Foumban	T/Pet.5/101	624 (XI)
Mr. Ernst Mayer	T/Pet.5/103	625 (XI)
Mr. Ernest Mpoumpiel	T/Pet.5/106 and Add.1	626 (XI)
Mr. Valère Eddy Mengack	T/Pet.5/107	627 (XI)
President of the Comité régional de l'Union des populations du Cameroun à Foumban	T/Pet.5/108	628 (XI)

One petition⁸⁹ the Council considered inadmissible under rule 81 of its rules of procedure since it referred to a case which had been dealt with by the competent courts of the Territory.

On a petition⁹⁰ complaining of racial discrimination in the dispensation of justice, the Council drew the attention of the petitioners to the observations of the Administering Authority and noted with satisfaction that the cases referred to in the petition had been or were being settled satisfactorily.

⁸⁶ T/Pet.5/104.

⁸⁷ For a more detailed account, see the nineteenth report of the Standing Committee on Petitions (T/L.130).

⁸⁸ These petitions in part concerned general problems to which the attention of the Council had already been called and on which it had taken decisions or made recommendations; they were before the Council during its examination of the annual report on the Territory.

⁸⁹ T/Pet.5/106.

⁹⁰ T/Pet.5/101.

On a petition⁹¹ from an Austrian national appealing against the local government's refusal of permission for him to return to and reside in the Territory, the Council drew the attention of the petitioner to the observations of the Administering Authority and considered no recommendation necessary.

On a petition⁹² which requested the restoration of the petitioner's civil rights following his conviction, the Council drew the attention of the petitioner to the observations of the Administering Authority, in particular regarding the provision for submitting a new appeal after two years had elapsed, and considered that no recommendation was necessary.

Other petitions concerning the Cameroons under French administration are dealt with in the outline of conditions in the Trust Territory, in chapter V of part II of the present report.

7. Petitions concerning the Cameroons under British administration and the Cameroons under French administration

(a) PETITIONS EXAMINED AT THE TENTH SESSION

No petitions were examined at the tenth session.

(b) PETITIONS EXAMINED AT THE ELEVENTH SESSION

At its eleventh session, the Council disposed of two petitions concerning the Cameroons under British administration and the Cameroons under French administration. The petitions, which were examined individually by the Standing Committee on Petitions and by the Council,⁹³ were as follows:

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Kamerun United National Congress (two) ⁹⁴	T/Pet.4/79-5/ 105 and Add.1 T/Pet.4/83	621 (XI) 621 (XI)

An account of the subject matter of the petitions and the action taken by the Council may be found in the outline of conditions in each of the Trust Territories in chapters IV and V of part II of the present report.

8. Petitions concerning Togoland under British administration

(a) PETITIONS EXAMINED AT THE TENTH SESSION

No petitions were examined at the tenth session.

(b) PETITIONS EXAMINED AT THE ELEVENTH SESSION

At its eleventh session, the Council disposed of four petitions concerning Togoland under British administration. One petition, from the Togoland National Farmers' Union,⁹⁵ wholly concerned general problems to which the attention of the Council had already been

called and on which it had taken decisions or made recommendations. This petition was before the Council during its examination of the annual report on the Territory.

Three petitions were examined individually by the Standing Committee on Petitions and the Council,⁹⁶ as follows:

<i>Petitioner</i>	<i>Petitions document symbol</i>	<i>Resolution</i>
Togoland Congress	T/Pet.6/314	629 (XI)
Nana Atorsah Agyeman, Head Chief of the Nawuris, Kpandai	T/Pet.6/315	630 (XI)
Chairman of the Togoland Congress	T/Pet.6/316	631 (XI)

One petition⁹⁷ protested against the administrative integration of Togoland with the Gold Coast and requested the implementation of General Assembly resolution 555 (VI). The Council drew the attention of the petitioners to the observations of the Administering Authority and to the recommendations of the Council concerning administrative arrangements between Togoland and the Gold Coast, considered that the request concerning the implementation of General Assembly resolution 555 (VI) was being met, and informed the petitioners of the forthcoming Visiting Mission.

On a petition⁹⁸ which protested against the exclusion of the petitioners from taking part in local elections, the Council drew the attention of the petitioners to the observations of the Administering Authority stating that they had failed to register for the elections, noted with satisfaction the decision of the Administering Authority to give the inhabitants of the two electoral wards occupied by the tribes in question a further opportunity to participate, and hoped that the indigenous inhabitants would co-operate with the Administering Authority.

On a petition⁹⁹ which requested the suspension of registration for local elections in the Territory until a Joint Council had been established, the Council noted that the request of the petitioner had been largely met and considered no recommendation necessary.

9. Petitions concerning Togoland under French administration

(a) PETITIONS EXAMINED AT THE TENTH SESSION

At its tenth session, the Council examined and took action on one petition concerning Togoland under French administration:¹⁰⁰

<i>Petitioners</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Messrs. E. Attiogbe, H. K. Apetor II and Franz Azuma	T/Pet.7/270	462 (X)

The petition concerned a lawsuit. The Council drew the attention of the petitioners to the observations of the Administering Authority, and decided that no further action was called for.

⁹⁶ For a more detailed account, see the seventeenth report of the Standing Committee on Petitions (T/L.299).

⁹⁷ T/Pet.6/314.

⁹⁸ T/Pet.6/315.

⁹⁹ T/Pet.6/316.

¹⁰⁰ See also the seventh report of the Standing Committee on Petitions (T/L.260).

⁹¹ T/Pet.5/103.

⁹² T/Pet.5/107.

⁹³ For a more detailed account, see the twenty-first report of the Standing Committee on Petitions (T/L.309).

⁹⁴ These petitions in part concerned general problems to which the attention of the Council had already been called and on which it had taken decisions or made recommendations; they were before the Council during its examination of the annual report on the Territory.

⁹⁵ T/Pet.6/305.

(b) PETITIONS EXAMINED AT THE ELEVENTH SESSION

At its eleventh session, the Council disposed of thirty-three petitions concerning Togoland under French administration. Of those, two wholly concerned general problems to which the attention of the Council had already been called and on which it had taken decisions or made recommendations. Those two petitions, which were before the Council during its examination of the annual report on the Territory, were as follows:

<i>Petitioner</i>	<i>Petition document symbol</i>
Mr. Augustino de Souza, General Chairman of the Unité Togolaise	T/Pet.7/259
Mr. Augustino de Souza	T/Pet.7/287

An account of the more important questions raised in the above-mentioned petitions appears under the appropriate headings of chapter VII of part II of the present report.

Thirty-one petitions were examined individually by the Standing Committee on Petitions and by the Council,¹⁰¹ as follows:

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Mr. Ferdinand Kalipe	T/Pet.7/264	632 (XI)
Ata Quam Dessou, Fia Agbano II and Sabastien D. Mlapa IV	T/Pet.7/265 and Add.1	632 (XI)
Joint Togoland Congress	T/Pet.7/266	632 (XI)
Mr. Augustino de Souza	T/Pet.7/267 and Add.1	632 (XI)
All-Ewe Conference	T/Pet.7/268	632 (XI)
Mr. John Amate Atayi, President of the Parti togolais du progrès	T/Pet.7/269	633 (XI)
One Hundred Ewes in Oda	T/Pet.7/271	632 (XI)
Ewe Community, Kumasi	T/Pet.7/272	632 (XI)
Akpini Native Authority	T/Pet.7/273	632 (XI)
President, Akimbaukwa Branch, All-Ewe Conference	T/Pet.7/274	632 (XI)
Mr. Togbe Kwadzi Dai	T/Pet.7/275	632 (XI)
Mr. Peter Edoh, Secretary of the Notse Society	T/Pet.7/276	632 (XI)
Ewe Unions Association, Sekondi-Takoradi	T/Pet.7/277	632 (XI)
All-Ewe Conference, Keta Branch	T/Pet.7/278	632 (XI)
Mr. John Amate Atayi, President of the Parti togolais du progrès	T/Pet.7/279	632 (XI)
Ewe Union, Asamankese	T/Pet.7/280	632 (XI)
All-Ewe Conference	T/Pet.7/281	632 (XI)
Mr. Amentor, Secretary, of the Ewe Union, Apesolubi	T/Pet.7/282	632 (XI)
All-Ewe Conference, Korforidua Branch	T/Pet.7/283	632 (XI)
Pan-Ewe Union, Kadjebi, Buem	T/Pet.7/284	632 (XI)
Mouvement de la Jeunesse togolaise ¹⁰²	T/Pet.7/292 and Add.1	634 (XI)

¹⁰¹ For a more detailed account, see the eighteenth report of the Standing Committee on Petitions (T/L.300).

¹⁰² These petitions in part concerned general problems to which the attention of the Council had already been called and on which it had taken decisions or made recommendations; they were before the Council during its examination of the annual report on the Territory.

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
Association des Nations Unies du Togo ¹⁰³	T/Pet.7/293	635 (XI)
Messrs. Aku, Olympio and Antor	T/Pet.7/294	636 (XI)
Mr. Augustino de Souza	T/Pet.7/295 and Add.1	637 (XI)
Mr. Antor, Secretary-General of the Togoland Congress	T/Pet.7/296	636 (XI)
Mr. Augustino de Souza	T/Pet.7/297	637 (XI)
Mr. Augustino de Souza	T/Pet.7/298 and Add.1	638 (XI)
Mr. Sam Klu and Dr. Aku	T/Pet.7/299	639 (XI)
Mr. Augustino de Souza	T/Pet.7/300	639 (XI)
Messrs. Apalco and Aihstson	T/Pet.7/301	639 (XI)
Mr. Augustino de Souza	T/Pet.7/302	640 (XI)

Nineteen of the petitions referred to the Vogan incident of 23 August 1952, in which, as a result of disorders, seven persons were killed.¹⁰³ Two petitions¹⁰⁴ related to the Agbetiko incident. For an account of the incidents and of the relevant action of the Council, see chapter VII of part II of the present report.

The remaining eleven petitions concerned local political disturbances such as a dispute regarding the succession to a chieftdom, restrictions with regard to public meetings and political demonstrations, alleged acts of provocation on the part of the Administration, and election irregularities.

10. Petitions concerning Togoland under British administration and Togoland under French administration

(a) PETITIONS EXAMINED AT THE TENTH SESSION

No petitions were examined at the tenth session.

(b) PETITIONS EXAMINED AT THE ELEVENTH SESSION

At its eleventh session, the Council disposed of twelve petitions concerning Togoland under British administration and Togoland under French administration. All the petitions wholly concerned general problems to which the attention of the Council had already been called and on which it had taken decisions or made recommendations. These petitions, which were before the Council during its examination of the annual report on the Territories concerned, were as follows:

<i>Petitioner</i>	<i>Petition document symbol</i>
Mr. S. G. Antor	T/Pet.6/299-T/Pet.7/257
The Togo Union	T/Pet.6/300-T/Pet.7/258
Mr. Hosi Komla	T/Pet.6/302-T/Pet.7/260
Togoland Congress	T/Pet.6/303-T/Pet.7/261
Togoland Youth Association	T/Pet.6/304-T/Pet.7/262
Togoland Youth Association, Jasikan-Buem	T/Pet.6/306-T/Pet.7/263
Mr. Augustino de Souza, General Chairman of the Committee of the Unité togolaise	T/Pet.6/307-T/Pet.7/285
Togoland Congress	T/Pet.6/308-T/Pet.7/286
Mouvement de la Jeunesse togolaise (Juvento)	T/Pet.6/310-T/Pet.7/288
Association des Nations Unies du Togo, Lomé	T/Pet.6/311-T/Pet.7/289
Unité togolaise, Lomé	T/Pet.6/312-T/Pet.7/290
Messrs. Augustino de Souza and Ata Quam	T/Pet.6/313-T/Pet.7/291

¹⁰³ T/Pet.7/264, 265, 266, 267, 268, 272, 273, 274, 275, 276, 277, 278, 279, 280, 281, 282, 283, and 284.

¹⁰⁴ T/Pet.7/265 and Add.1, T/Pet.7/269.

11. Petitions concerning Western Samoa

No petitions were examined during the period covered by the present report.

12. Petitions concerning Nauru

No petitions were examined during the period covered by the present report.

13. Petitions concerning New Guinea

(a) PETITIONS EXAMINED AT THE TENTH SESSION

At its tenth session the Council examined and took action on one petition concerning New Guinea:¹⁰⁵

<i>Petitioner</i>	<i>Petition document symbol</i>	<i>Resolution</i>
The New Guinea Union, Rabaul, and the Overseas Chinese Association, Kavieng	T/Pet.8/4 and Add.1-2	428 (X)

At its eighth session, the Council had decided to postpone further consideration of this petition until the tenth session, because the matters raised were under examination by the Territorial Administration and the Australian Government and decisions on the subject were expected within a few months. The petition concerned the right of permanent residence for the petitioners. The Council's action on the petition is dealt with in chapter X of part II of the present report.

(b) PETITIONS EXAMINED AT THE ELEVENTH SESSION

No petitions were examined at the eleventh session.

14. Petitions concerning the Trust Territory of the Pacific Islands

No petitions were examined during the period covered by the present report.

¹⁰⁵ See also the first report of the Standing Committee on Petitions (T/L.247).

Chapter IV

VISITS TO TRUST TERRITORIES

1. Visiting Mission to Trust Territories in East Africa, 1951

During its seventh session (June-July 1950), the Trusteeship Council decided that the next periodic visiting mission to be constituted in accordance with Article 87 c of the Charter should visit in 1951 the Trust Territories of Ruanda-Urundi, Tanganyika and Somaliland under Italian administration. During its eighth session (January-March 1951), the Council made the necessary preliminary arrangements.

The composition of the Mission was completed by the Council at its 346th meeting (ninth session) on 5 June 1951. The following were appointed as members of the Mission:

Mr. Enrique de Marchena (Dominican Republic), Chairman; Mr. G. R. Laking (New Zealand), Mom Chao Dilokrit Kridakon (Thailand), and Mr. William I. Cargo (United States of America).

At its 346th meeting the Council adopted a draft resolution¹⁰⁸ setting forth the terms of reference of the Mission.

The Mission left Headquarters on 17 July 1951 and proceeded, via Brussels and Leopoldville in the Belgian Congo, to Usumbura, the capital of Ruanda-Urundi, where it arrived on 24 July. The Mission then made a fourteen-day journey by car throughout the whole Territory, during which it visited the principal administrative centres of Urundi and Ruanda, returning to Usumbura for conversations with the Governor and other officials.

On 13 August, the Mission flew to Tanganyika, arriving at Mwanza, Lake Province. The Mission subsequently made visits to and held meetings and interviews in several centres in the Lake, Western, Central, Southern Highlands, Southern and Eastern Provinces, before arriving at Dar-es-Salaam, the capital of the Territory, on 1 September 1951. After holding meetings with representatives of the various communities in the Territory and with senior government officials, the Mission visited in turn the Tanga and Northern Provinces, and held a meeting with the Governor at Arusha. Leaving Tanganyika on 15 September, the Mission spent four days in Nairobi, Kenya, where it discussed the operation of the Inter-Territorial Organization with the Chairman and principal officials of the East Africa High Commission.

On 19 October, the Mission proceeded by air to Mogadiscio, capital of Somaliland under Italian administration, to begin a three-week visit to that Territory. In addition to conversations with the Administrator and other Italian officials, with members of the

United Nations Advisory Council and with representatives of Somali political organizations, members of the Mission made field trips to Merca and the lower Uebi Scebeli valley, to Chisimayo and other Giuba River valley areas, to Ischia Baidoa, to Belet Uen on the Ethiopian border and to Bender Cassim on the Red Sea coast.

On 7 October, the Mission proceeded to Europe, where it held conversations with ministers and high officials of the Administering Authorities concerned. It returned to New York on 17 October, and adopted the reports on the three territories visited during December.¹⁰⁷ It also adopted a special report on the organization of visiting missions,¹⁰⁸ which was considered by the Council in connexion with that item on its agenda.

The observations of the United Kingdom Government¹⁰⁹ on the Mission's report on Tanganyika were presented on 7 April 1952, and those of the Italian Government¹¹⁰ on the report on Somaliland were submitted on 5 June 1952.

Each report of the Visiting Mission was considered by the Council at its eleventh session concurrently with the examination of the annual report of the Administering Authority on the administration of the Trust Territory concerned.

At its 453rd meeting, the Council adopted a resolution¹¹¹ in which it took note of the reports and of the observations of the Administering Authorities; expressed its appreciation of the work accomplished by the Visiting Mission on its behalf; drew attention to the fact that, at the eleventh session, in formulating its own conclusions and recommendations on conditions in the territories concerned, the Council had taken into account the observations and conclusions of the Visiting Mission and the observations of the Administering Authorities thereon; decided that it would continue to take those observations and conclusions into account in future examinations of matters relating to the Trust Territories concerned; invited the Administering Authorities concerned to give most careful consideration to the conclusions of the Visiting Mission as well as to the comments made thereon by the members of the Trusteeship Council; and decided, in accordance with rule 99 of its rules of procedure, that the reports of the Visiting Mission, together with the observations submitted by the Administering Authorities concerned

¹⁰⁷ T/946 and Corr.1 (Tanganyika), T/947 and Corr.1 (Somaliland), T/948 (Ruanda-Urundi).

¹⁰⁸ T/951.

¹⁰⁹ T/977.

¹¹⁰ T/1006.

¹¹¹ Resolution 464 (XI).

¹⁰⁸ Resolution 344 (IX).

and the report of the action taken thereon by the Council, should be printed.

2. Visiting Mission to Trust Territories in West Africa, 1952

At its 388th meeting, the Council began consideration of arrangements for sending a visiting mission or missions to the Trust Territories in West Africa in 1952. At its 389th meeting, the Council adopted a resolution deciding, in accordance with a request of the General Assembly,¹¹² that the next visiting mission to the Trust Territories of Togoland under British administration and Togoland under French administration should also submit a report on the Ewe and Togoland unification problem. At its 409th meeting, the Council decided that one mission should visit the four Trust Territories in West Africa and that it should be composed of persons nominated by Australia, Belgium, China and El Salvador. At its 410th meeting, it approved a proposal that the Mission should leave New York on 20 August and that, after spending a month in the two Togolands, and after drafting its report on the unification problem, which should be completed by 15 October, it should proceed to the two Cameroons where it would stay about six weeks. It would then return to Headquarters and draft its general reports on the four Territories visited.

At its 427th meeting, the Council approved the nomination of the following persons as members of the Visiting Mission:

Mr. Roy A. Peachey (Australia), Chairman; Mr. Robert Scheyven (Belgium), Mr. H. K. Yang (China) and Mr. Roberto E. Quiros (El Salvador).

¹¹² See chapter V, section 4, below.

The Council adopted the terms of reference for the Visiting Mission at its 453rd meeting.¹¹³ The Council directed the Mission to investigate and to report as fully as possible on the steps taken in the four Trust Territories towards the realization of the objectives set forth in Article 76 b of the Charter, taking into account the terms of General Assembly resolution 321 (IV) of 15 November 1949; to give attention, as might be appropriate in the light of discussions in the Council and in the Assembly, and of resolutions adopted by them, to issues raised in connexion with the annual reports on the administration of the four Trust Territories concerned, in petitions received by the Council relating to those Trust Territories, in the reports of the first periodic Visiting Mission to Trust Territories in West Africa and in the observations of the Administering Authorities on those reports; to accept and receive petitions without prejudice to its acting in accordance with the rules of procedure, and to investigate on the spot, after consultation with the local representative of the Administering Authorities concerned, such of the petitions received as, in its opinion, warranted special investigation; and to examine, in consultation with the Administering Authorities, the measures taken and to be taken in respect of the provision of information about the United Nations to the peoples of the Trust Territories under Council resolution 36 (III) of 8 July 1948 and to undertake the duties enumerated in Council resolution 311 (VIII) of 7 February 1951 on the same questions. Lastly, the Mission was requested to transmit to the Council, as soon as practicable after the completion of its visits, a report on each of the Territories visited containing its findings, with such observations, conclusions and recommendations as it might wish to make.

¹¹³ Resolution 465 (XI).

Chapter V

QUESTIONS REFERRED TO THE COUNCIL BY THE GENERAL ASSEMBLY

1. Administrative unions affecting Trust Territories

The question of administrative unions and other forms of association between Trust Territories and adjacent territories or with the metropolitan territory of the Administering Authority itself has been studied in the past by the Council under resolutions of the General Assembly.¹¹⁴ A Standing Committee on Administrative Unions which, during the period covered by the present report was composed of China, New Zealand, Thailand and the United States of America, regularly examines the operation of those unions and reports on each Territory to the Council at the session at which conditions in that Territory are being examined.

The regular reports of the Standing Committee on the operation of the administrative unions affecting New Guinea,¹¹⁵ Ruanda-Urundi,¹¹⁶ Tanganyika,¹¹⁷ Togoland under British administration¹¹⁸ and Cameroons under British administration¹¹⁹ were adopted by the Council at its 454th meeting. The Council decided to include the conclusions and recommendations contained in those reports in its special report to the General Assembly under Assembly resolution 563 (VI).

By resolution 563 (VI), the Assembly invited the Council, in order to enable the former to arrive at conclusions concerning existing administrative unions affecting Trust Territories, to submit to the Assembly at its seventh session a special report containing a complete analysis of each of the administrative unions to which a Trust Territory is a party, and of the status of the Cameroons and Togoland under French administration arising out of their membership in the French Union, with special reference to (a) the considerations enumerated in paragraph 1 of General Assembly resolution 326 (IV); and (b) the compatibility of the arrangements already made with the provisions of the Charter and the relevant Trusteeship Agreements.

At its 387th meeting on 28 February 1952, the Trusteeship Council adopted a resolution requesting the Standing Committee on Administrative Unions to prepare, in addition to its regular reports, a draft report with special reference to the considerations mentioned in resolution 563 (VI), as well as to the com-

patibility of such arrangements with the interests of the inhabitants of the Trust Territories concerned.

The draft report prepared by the Standing Committee was adopted by the Council at its 454th meeting. It forms the subject of a separate report to the General Assembly.¹²⁰

The representative of the USSR stated that the reports of the Standing Committee were completely unsatisfactory since they had, as their purpose, the aim of justifying the policy of the Administering Authorities which was directed towards strengthening the colonial régime in the Trust Territories, and towards annexing the Trust Territories, under the guise of so-called administrative unions between the Territories and neighbouring colonies. He was unable to vote in favour of the reports of the Standing Committee and proposed instead that the Council should adopt a resolution recommending the Administering Authorities of Tanganyika, New Guinea, Ruanda-Urundi, Togoland and the Cameroons under British administration and Togoland and the Cameroons under French administration to establish in the above-mentioned Trust Territories legislative and administrative organs not subordinate to any organs established on the basis of a union of Trust Territories with colonies, and for that purpose to take legislative and other measures to ensure the participation of the indigenous inhabitants in the legislative, executive and judicial organs of the Trust Territories.

The Council, at its 454th meeting, rejected the USSR proposal by 7 votes to one, with 3 abstentions.

2. Social advancement in Trust Territories

By resolution 323 (IV) of 15 November 1949, the General Assembly recommended, *inter alia*, that the Trusteeship Council should adopt measures for solving in a broad and humanitarian spirit such important social problems as migrant labour and penal sanctions for breach of labour contracts by indigenous inhabitants.

By resolution 127 (VI) of 28 March 1950, the Trusteeship Council requested the Secretary-General to bring to the attention of the International Labour Organisation the Assembly's interest in those problems, and to request the expert advice of ILO, thereon. The Council decided to defer further action until such expert advice could be obtained from ILO or other sources.

By a letter dated 21 June 1951,¹²¹ the Director-General of ILO informed the Council that the matters

¹¹⁴ General Assembly resolutions 224 (III), 326 (IV), 443 (V) and 563 (VI).

¹¹⁵ T/969 and Corr.1.

¹¹⁶ T/1011.

¹¹⁷ T/1017 and Corr.1.

¹¹⁸ T/1020 and Corr.1.

¹¹⁹ T/1022 and Corr. 1

¹²⁰ A/2151, *Official Records of the General Assembly, Seventh Session*, supplement No. 12.

¹²¹ T/927.

would be brought before the ILO Committee of Experts on Social Policy in Non-Metropolitan Territories. That Committee met in Geneva from 26 November to 8 December 1951, and its reports on the two questions were transmitted to the Secretary-General on 3 April 1952, together with notes summarizing them and explaining the action taken on them by the Governing Body of ILO.¹²²

The report on migrant labour contained a series of conclusions, calling on the governments concerned to intensify the efforts that they were already making to improve social and economic conditions in rural areas and, where necessary, to invite regional or international organizations, including ILO, to co-operate in the study of the problems, in working out solutions and in their implementation by providing technical and financial assistance. The Committee then enumerated a series of points which should be given full consideration in connexion with any policies designed to raise the economic and social level of the rural communities from which the migrant workers come.

In addition, the Committee considered that further steps should be taken for the protection of migrant workers on their journeys and during their periods of employment. It accordingly adopted a series of conclusions which called for intensive and continuous regional, bilateral and unilateral consideration by governments of the problems of migrant workers with a view to appropriate regulation of migration and adequate provision for migrant workers and their families, whether recruited in their own districts or otherwise engaged on contract, or presenting themselves voluntarily at the place of employment. The points to be covered were to include measures for the welfare of workers on their journeys, for medical examination before and after employment, for satisfactory wages and conditions, for welfare arrangements, for provision for remittances to the worker's family, for deferred pay and for the return of the worker to his home.

The Committee considered that the special question of migrations which were not subject or amenable to control should be dealt with unilaterally, bilaterally or regionally with a view to achieving a progressive limitation thereof; but that meanwhile the workers concerned should, as far as practicable, receive protection similar to that afforded to other migrant workers. The general aim of policy should be that "workers should wherever practicable be established permanently in residence with their families at or near their places of employment, except where permanent employment is clearly against the interest of the workers and of his family, or of the economies of the Territories concerned". Governments should consider the advisability of such measures as development of town planning and housing programmes; further steps for the fixing and protection of wages; setting up public employment service systems where appropriate; further development of vocational and technical training, including apprenticeship schemes and in-plant training; further provisions for the access of indigenous workers to skilled employment; full rights of association of indigenous workers and freedom for all legitimate trade-union

activities; further development of welfare measures for workers and their families; development of co-operative undertakings; initial measures of social security; and measures to promote permanent settlement.

The Committee suggested that the Governing Body of ILO should examine the possibility of submitting its conclusions in regard to the protection of migrant workers on their journeys and during their periods of employment to a future session of the International Labour Conference with a view to the adoption of a recommendation on the subject.

The report of the Committee of Experts was considered by the Governing Body of ILO at its 118th session in March 1952, and the following decisions were taken: on the first point (improvement of conditions of life in rural areas), to authorize the Director-General to communicate the texts of the conclusions to the governments of the member States concerned and to appropriate international organizations; on the second point (protection of migrant workers on their journeys and during their periods of employment), to agree that the matter should be brought again to its attention when it proceeded to consider the agenda of the 37th session of the International Labour Conference (1954), and meanwhile to authorize the communication of the conclusions of the Committee to the governments of the member States concerned and to the Trusteeship Council.

The report of the Committee of Experts on the question of penal sanctions for breach of labour contracts by indigenous workers contained an account of the present position in law and practice in the countries concerned, together with recommendations for further action, of which the following is a summary:

(1) That the Governing Body should address to the member States concerned a communication (a) calling attention to the terms of the 1939 ILO Convention on penal sanctions and inviting countries which have not ratified it to give reconsideration to the possibility of doing so at an early date; (b) directing attention to the advances which have been made in many Territories since the 1939 Convention was adopted, and to the evidence which they provide that the abolition of penal sanctions is now practicable; and (c) directing attention to the views of the Committee as to the wrongness of penal sanctions on moral grounds, their ineffectiveness in practice and the very cogent reasons which exists for their immediate and general abolition;

(2) That the Governing Body should consider whether the 1939 Convention might be supplemented by a recommendation providing for (a) the immediate abolition of sanctions of a penal nature in connexion with women workers and certain other categories and in respect of certain types of breaches of contract; (b) the abolition of all penal sanctions not later than 31 December 1955; and (c) periodic reports and statistics to ILO as to the progress being made towards abolition of all penal sanctions.

The Governing Body, having considered the recommendations at its 118th session, authorized the Director-General to communicate to the governments of the member States concerned and to the Trustee-

¹²² T/984 and Add.1, T/985.

ship Council the views of the Committee of Experts and its commendations for further action. Moreover, the Governing Body agreed that the question of penal sanctions for breach of contracts of employment by indigenous workers should be brought again to its attention when it proceeded to consider the agenda of the 37th session of the International Labour Conference.

At its 450th meeting the Trusteeship Council took note of the reports of the Committee of Experts and decided to take into consideration the proposals therein contained in connexion with its own future annual reports. The Council took note also of a statement by the Assistant Director-General of ILO that the second group of recommendations dealing with the safeguarding of migrant labour would be on the agenda for the 37th session of the International Labour Conference.

3. Rural economic development of the Trust Territories

By resolution 438 (V) of 2 December 1950, the General Assembly recommended that the Trusteeship Council should study the prevailing policies, laws and practices which in the Trust Territories relate to land, land utilization and the alienation of land, taking into account the present and future needs of the indigenous inhabitants from the standpoint of the basic objectives of the International Trusteeship System, as set forth in Article 76 of the Charter, and the future economic requirements of the said Territories, as well as the social and economic consequences of the transfer of land to non-indigenous inhabitants. By resolution 305 (VIII) of 16 March 1951, the Council established a Committee on Rural Economic Development to carry out such a study. A first progress report of the Committee¹²³ was taken note of by the Council at its ninth session.

By resolution 561 (VI) of 18 January 1952, the Assembly took note of the action taken by the Council and recommended that it should consider inviting the appropriate specialized agencies, particularly FAO and ILO, as well as other experts if necessary, to assist it in its study.

By resolution 421 (X), the Council authorized the Committee on Rural Economic Development to invite the specialized agencies and other experts to contribute to or participate in its study.

In a second progress report presented to the Council at its eleventh session,¹²⁴ the Committee gave an account of the additional information on land tenure and alienation and on methods of land utilization which it had received from Administering Authorities, and of memoranda prepared by the Secretariat on general subjects.

The Committee had requested the Secretary-General to invite FAO to make available an official familiar with land problems to assist in the preparation of its final report. The Committee had also requested the Secretary-General to invite ILO, UNESCO and WHO

to consider the type and manner of assistance which each might give to the Committee. FAO had sent to New York an official from its headquarters in Rome for a period of two months; the Committee had invited him to prepare a draft of part I of its report containing an analysis of general problems and features of land tenure, relationship of land tenure to land use and land utilization. The remainder of the final report—according to an outline approved in principle by the Committee¹²⁵ would consist of a second part containing a detailed description of conditions in each of the Trust Territories, and a third part containing the conclusions of the Committee as to general objectives and principles, together with any conclusions and recommendations on specific Territories which it might consider necessary.

In view of the heavy programme of meetings during the eleventh session of the Council, the Committee found it impossible to meet to complete a substantial part of its report.

At its 413th meeting, the Council took note of the second progress report of the Committee.

4. The Ewe and Togoland unification problem

The Ewe and Togoland unification question, which arises from demands for the unification under one administration of the Ewe peoples now divided between Togoland under French administration, Togoland under British administration and an adjacent section of the Gold Coast Colony, as well as from concurrent demands for the unification under one administration of the two Trust Territories as a whole, has been discussed on several occasions by the Council and referred to in its previous reports to the General Assembly.

By resolution 555 (VI) of 18 January 1952, the Assembly, after noting the action taken by the Council at its eighth and ninth sessions, *inter alia*, requested the Council to devote more intensive attention to all aspects of the problem affecting the two Trust Territories and to arrange either for the dispatch of a special mission, or for its next periodic visiting mission to the two Territories to devote sufficient time to the problem to study it thoroughly, including the functioning of the proposed joint council, and to submit a detailed report thereon, including specific recommendations taking full account of the real wishes and interests of the peoples concerned. The Council was further requested to instruct the mission so dispatched to submit its report to the Council for consideration at its eleventh session; the Council was to submit to the Assembly at its seventh session a special report covering all aspects of the problem.

The General Assembly resolution was placed on the agenda of the tenth session, and at its 388th meeting the Council decided to discuss it in connexion with the arrangements for sending a visiting mission or missions to West Africa in 1952. At that meeting, the Council was informed by the representatives of the Administering Authorities concerned that the Joint Council for Togoland affairs could not be in operation before the

¹²³ T/926.

¹²⁴ T/1004.

¹²⁵ T/AC.36/L.46 and Corr.1.

end of July or early August 1952. In the light of that and other information, the Council at its 389th meeting adopted a resolution to the effect that the next visiting mission to the Trust Territories of Togoland under British administration and Togoland under French administration should leave Headquarters in August so as to arrive in the Territories not later than 1 September 1952; that it should remain there not less than one month; that it should submit its report on the Ewe and Togoland unification problem in time for consideration by the Council at a second part of its eleventh session to be convened not later than 7 November 1952.

The special report of the Council on the Ewe and Togoland unification problem is to be adopted at the second part of the eleventh session for submission to the Assembly at the seventh session.

5. General procedure of the Council

By resolution 432 (V) of 2 December 1950, the General Assembly, noting the increase in the volume of the work of the Council and in the length of its sessions, considered that a review of the Council's methods of work appeared desirable for the more effective discharge of its duties, and accordingly recommended that the Council should review its general procedure, bearing in mind the observations and suggestions made during the discussions at the fifth session of the Assembly.

The action taken by the Council during its eighth and ninth sessions was recorded in its last report.¹²⁶ At its 387th meeting, the Council decided to refer the matter back to its Committee on General Procedure and to enlarge the membership of that Committee. At its 388th meeting, the Council appointed to the Committee the representatives of China and France, in addition to the representatives of Iraq and the United States of America appointed during the ninth session. At its 411th meeting, the Council decided to postpone further consideration of the matter to its eleventh session.

The report of the Committee on General Procedure¹²⁷ was taken up by the Council at its 413th meeting. The Council adopted amendments recommended to rules 19 and 41 of the rules of procedure to make it clear that only when electing the President and Vice-President should recourse to the secret ballot be mandatory. It adopted an amendment to rule 39 to provide that, in roll-call voting, the roll should begin with the member whose name was drawn by lot by the President. The Committee also recommended amendments to rules 24, 84, 85, 86 and 90, to bring them into conformity with the recommendations of the Committee on Examination of Petitions which had been accepted by the Council at its 397th meeting;¹²⁸ the Council adopted as they stood the amendments to rules 24, 84 and 85, and adopted after further slight modifications those proposed to rules 86 and 90.

The Committee on General Procedure also considered the questions of the dates by which the annual reports of the Administering Authorities should be submitted, and of the distribution of the examination of the reports between the two regular sessions of the Council.

After some discussion at its 413th and 450th meetings, the Council decided, at its 453rd meeting, on measures designed to relieve the heavy work-load at its summer sessions, as well as to afford a longer period for the submission by the Administering Authorities of most of the annual reports and for the study of them by members of the Council and their representatives. Until 1950, it had been the practice to examine at the January session ensuing a year later annual reports for years ending on 31 December, and to examine at the June session ensuing a year later annual reports for years ending on 30 June. In order, however, to shorten the period elapsing between the end of the period to which an annual report related and its examination by the Council, the Administering Authorities had been requested,¹²⁹ during the ninth session of the Council, to submit their annual reports in time for those which related to years ending on 31 December to be examined at the ensuing June session, and for those which related to years ending on 30 June to be examined at the ensuing January session. In the opinion of the majority of members, the effect of the change in procedure had been to overload the June session of the Council with reports on all seven African Trust Territories, and to afford insufficient time either to the Administering Authorities for the preparation of their annual reports or to the Council for the examination of them. The Council decided, therefore, that, except in the cases of Somaliland under Italian administration and Western Samoa, it would revert to its earlier practice, and that it would examine annual reports in accordance with the following schedule:

- Winter session:* Togoland under British administration
Togoland under French administration
Cameroons under British administration
Cameroons under French administration
Tanganyika
Ruanda-Urundi
- Summer session:* Trust Territory of the Pacific Islands
Western Samoa
New Guinea
Nauru
Somaliland under Italian administration

In accordance with this decision, an amendment was adopted to rules 72, paragraph 2, of the rules of procedure. The amendment designed to cover the annual reports on Somaliland under Italian administration and on Western Samoa—provided for the examination of an annual report at a session earlier than the

¹²⁶ A/1856, *Official Records of the General Assembly, Sixth Session, supplement No. 4*, pages 3-4.

¹²⁷ T/L.265.

¹²⁸ See section 6 below.

¹²⁹ Resolution 346 (IX).

first regular session following the expiration of six weeks from the receipt of the report if the Administering Authority concerned should so agree.

At its 453rd meeting, the Council decided that all the amendments of its rules of procedure which it had adopted as a result of the recommendations of the Committee on General Procedure should be regarded as provisional, and that they should be reconsidered in the light of experience at the twelfth session. The Council also invited the Standing Committee on Petitions to report to it at that session on the effectiveness of the new rules of procedure affecting the handling of petitions which had been provisionally approved.¹³⁰

6. Examination of petitions

By resolution 552 (VI) of 18 January 1952, the General Assembly recalled its resolution 435 (V) of 2 December 1950, recommending that the Trusteeship Council should consider a number of possible means for improving its procedure for the examination of petitions. It considered that, while the Council had, in the course of its eighth and ninth sessions, revised to a limited extent its procedures in that respect, it had not yet devised procedures which accorded fully with the importance of the function of examining petitions and with the interests of the inhabitants of the Trust Territories. It observed, also, that the number of petitions received by the Council had been increasing from year to year.

Accordingly, the Assembly recommended that the Council should: (a) constitute a standing committee for the examination of petitions which should meet as soon as possible whenever necessary between sessions of the Council as well as during sessions; and (b) devise procedures by which the standing committee would examine each petition in a preliminary way, within a prescribed period of time after the receipt of the petition by the Administering Authority concerned, and in conjunction with such observations as might be submitted thereon by the Administering Authority on its own initiative or at the request of the standing committee, or as might be obtained by the standing committee from any other official or responsible source which it deemed useful, and would prepare, on the basis of such preliminary examination, proposals for action to be taken on each petition by the Council. The Assembly also requested the Administering Authorities to submit to the Council each year special information concerning action taken on the Council's recommendations in respect of all petitions examined, except in those cases where the Council did not deem it necessary.

At its 387th meeting, the Council decided to set up a committee composed of the representatives of Belgium, the Dominican Republic, Thailand and the United States of America to consider the foregoing questions. In its report,¹³¹ the Committee expressed the opinion that the very broad provision contained in rule 79 of the rules of procedure of the Council had led to the processing as petitions of a great number of communications which differed widely as to their nature. It agreed that all communications addressed to the Secretary-General or the Council, bearing on

the affairs of one or more Trust Territories, the operation of the International Trusteeship System, or the activities of the Council, except those which were manifestly inconsequential, were of interest to the Council, and should be made available to members as expeditiously and fully as possible. However, experience had shown that it was not desirable to apply indiscriminately to all those documents the lengthy procedure which the Council and its *Ad Hoc* Committee on Petitions had hitherto used in dealing with petitions.

Accordingly, the Committee was of the opinion that all communications containing requests, complaints and grievances seeking action by the Council should continue to be handled in accordance with the established procedure for examination of petitions. However, such of those communications as concerned general problems to which the attention of the Council had already been called, and on which it had taken decisions or made recommendations, as well as anonymous communications, should be circulated in the same manner as other communications pending examination by a Standing Committee on Petitions which would decide whether the established procedure concerning petitions should be applied to them.

In order to ensure that other types of communications received were given the attention which they deserved by members of the Council, the Committee was of the opinion that they should be transmitted to members in full unless their length precluded it. Those communications also should be screened by the Standing Committee, which should decide whether any of them ought to be treated as a petition. In that event, the normal procedure applying to petitions would then be followed. Moreover, any member of the Council would be at liberty to propose that any other communication be considered as a petition.

The Committee then turned its attention to the question of the treatment of communications received by visiting missions. It observed that, when a visiting mission travelled in a Territory, it gave an opportunity to individuals and groups to present their views orally and in writing on all matters concerning the Territory. While this was an effective and helpful way of gathering information, the Committee questioned whether all such communications and memoranda were necessarily petitions in the strict sense of the word. The authors of such communications wanted the mission to take their views into account in drafting its report; they also wanted the Council to be informed about their views; but it was not inevitably their wish that each of their communications should be technically considered as a petition, and receive the treatment accorded thereto. The Committee therefore suggested that petitions and, whenever appropriate, other communications received by visiting missions should be handled in the same manner as it had suggested for petitions and communications addressed to the Council.

The Committee then recommended the establishment of a Standing Committee on Petitions to be composed of three Members administering Trust Territories, and three Members having no administering responsibilities, to be appointed by the Council at the end of each session to serve until the close of the ensuing session. In addition to meeting during sessions of

¹³⁰ Resolution 467 (XI).

¹³¹ T/L.243.

the Council, the Standing Committee should, whenever it considered necessary, meet between sessions and normally approximately one month before each regular session. The Standing Committee should: (a) screen the various communications which had not been initially circulated as petitions; (b) conduct, in consultation with the representative of the Administering Authority concerned, a preliminary examination of those petitions on which written observations by the Administering Authority were available, or which had been received by the Administering Authority at least two months previous to the opening of the next regular session of the Council and, in particular, formulate any questions to be submitted to the Administering Authority, or to its special representative; and instruct the Secretariat to carry out studies or prepare working papers and to undertake such preparatory work as it deemed necessary, so that, during the session of the Council, the Standing Committee, with the assistance of the special representative, would conclude its examination of the petitions and submit to the Council its recommendations on the action to be taken in each case; (c) complete, whenever possible, its examination of those petitions which the Administering Authority agreed to have examined in the absence of a special representative. As only experience would show whether its approach to the problem of handling petitions represented an appreciable improvement or not, the Committee suggested that the Council might wish to give further consideration to the matter at a subsequent session, in the light of the experience gained by the Standing Committee on Petitions.

At its 397th meeting, the Council considered the Committee's report, accepted the conclusions therein contained and decided to establish a Standing Committee on Petitions. It appointed the representatives of Australia, China, El Salvador, New Zealand, the Union of Soviet Socialist Republics and the United States of America as members until the end of the eleventh session. The Council decided also to refer to the Committee on General Procedure¹³² the question of what amendments of the Council's rules of procedure would be necessary as a result of its acceptance of the recommendations of the Committee on Examination of Petitions; and, pending the adoption of such amendments as might be necessary, it decided to suspend the application of rule 90—the rule governing the examination of petitions by an *ad hoc* committee.

7. Organization and methods of functioning of visiting missions

By resolution 553 (VI) of 18 January 1952, the General Assembly, recalling its resolution 434 (V) of 2 December 1950, and noting certain features of the organization by the Council of its Visiting Mission to the East African Trust Territories in 1951, recommended that the Council should again review its procedures in respect of the organization and functioning of visiting missions, bearing in mind the financial implications, with a view to increasing the duration of each visit to each Trust Territory, to reducing the number of Trust Territories to be visited by a single

mission, and to achieving those ends without diminishing the frequency of visits to the Trust Territories. The Assembly, moreover, reaffirmed the desirability of each visiting mission being constituted as much as possible from among representatives on the Council, and recommended that, whenever that course was not practicable, the Council should consider inviting Members of the United Nations which were not members of the Council to nominate suitable qualified persons as members of visiting missions.

By resolution 385 E (XIII) of 27 August 1951, the Economic and Social Council, considering that it would be desirable, in order to promote the development of the status of women in the Trust Territories, that women should share in the responsibilities of visiting missions, and invited Member States to nominate, and the Trusteeship Council to consider appointing, women to serve as members of such missions.

In addition to the two foregoing resolutions, the Trusteeship Council had also before it the special report¹³³ of the 1951 Visiting Mission to Trust Territories in East Africa, on the organization and functions of visiting missions. At its 388th meeting, the Council decided to establish a committee composed of the representatives of Australia, the Dominican Republic, Thailand and the United Kingdom to consider all those related matters.

In its report¹³⁴ the Committee, which had taken advantage of the availability of a number of former chairmen and members of visiting missions, and of secretariat officers who had serviced missions, to hear their views on the subject, reached the conclusion that the length of time spent in a Trust Territory did not necessarily determine the value of the visit: it was more important that the time spent should be effectively used. The Committee laid emphasis on the need for most careful organization of the itineraries and programmes of visiting missions. It felt that a useful means of increasing the effectiveness of the time spent in a Territory lay in the possibility of dividing the mission on suitable occasions. As regards reducing the number of Territories to be visited by a single mission, the Committee observed that one of the most valuable experiences was the possibility of comparing conditions, progress and methods in different Territories. It stressed the importance of the missions being composed as far as possible of members normally sitting as members of delegations to the Trusteeship Council, but was of the opinion that, in exceptional cases where the necessary number of persons was not available from among such members, the solution suggested by the General Assembly should be considered. The Committee saw no reason to question the suitability of the existing arrangement whereby each Trust Territory was visited once every three years. As regards the participation of women in the work of visiting missions, the Committee noted that the action envisaged on the part of the Council as a whole would lie in the appointment of women to missions after they had been nominated by the governments of members, and believed that members invited to nominate representatives on visiting missions would wish to take into

¹³² See section 5 above.

¹³³ T/951.

¹³⁴ T/L.249.

account the Economic and Social Council's resolution. The Committee considered that, wherever practicable, the appointment of a visiting mission should precede the examination by the Council of the annual reports and petitions relating to the Territories to be visited; in that way, participation in the Council's discussions would form the starting point for the preparation of the mission.

At its 409th meeting, the Council approved the report of its Committee and decided¹³⁵ that, in making arrangements for future visits to the Trust Territories, it would take into account the principles set forth in General Assembly resolution 553 (VI), in Economic and Social Council resolution 385 E (XIII) and in the special report of the 1951 Visiting Mission to Trust Territories in East Africa, and the observations made thereon by the Committee.

8. Participation of the indigenous inhabitants of the Trust Territories in the work of the Council

By resolution 554 (VI) of 18 January 1952, the General Assembly, after setting forth several considerations concerning the desirability of directly associating the indigenous inhabitants of the Trust Territories in the work of the United Nations and of the specialized agencies, invited the Trusteeship Council to examine the possibility of associating the inhabitants of the Trust Territories more closely in its work and to report the results of its examination of the problem to the Assembly at its seventh session.

After some preliminary consideration of the question at its 389th and 408th meetings, the Council decided to establish a committee of six to study the problem and to report to the Council at its eleventh session. At its 409th meeting, the Council appointed the representatives of El Salvador, France, Iraq, Thailand, the United Kingdom and the United States of America as members of the Committee; at the 414th meeting, the representative of the Dominican Republic was appointed to replace the representative of Iraq, who had resigned.

In its report¹³⁶ the Committee recommended the adoption by the Council of a draft resolution expressing the hope that the Administering Authorities would find it appropriate to associate suitably qualified indigenous inhabitants of the Trust Territories in the work of the Council, as part of their delegations or in any other manner which they might deem desirable. At its 454th meeting, the Council adopted the draft resolution proposed by the Committee.¹³⁷

9. Dissemination of information on the United Nations and on the International Trusteeship System in Trust Territories

By resolution 556 (VI) of 18 January 1952, the General Assembly recommended that the Administering Authorities of Trust Territories should take all appropriate steps to disseminate information on the United Nations, and on the International Trusteeship System in particular, among the populations and in the

schools of Trust Territories, and report the details of such steps to the Secretary-General.

The Council considered the resolution at its 387th to 389th meetings. At the last of those meetings, it adopted a resolution¹³⁸ reaffirming its resolution 36 (III), by which it had requested the Secretary-General and the Administering Authorities to co-operate in ensuring an adequate flow of suitable information of the required kind to the inhabitants of the Trust Territories, and requesting the Secretary-General to co-operate with the Administering Authorities in the implementation of General Assembly resolution 556 (VI) by providing suitable and adequate information on the United Nations, and the International Trusteeship System in particular, and by undertaking further efforts to ensure the dissemination of that information among the inhabitants and in the schools of the Trust Territories.

At its eleventh session, the Council had before it a report¹³⁹ by the Secretary-General giving an account of the extent of the action taken by him and by the various Administering Authorities since the eighth session under Council resolution 36 (III). At its 454th meeting, the Council took note of the report.

10. Education advancement in Trust Territories

By resolution 557 (VI) of 18 January 1952, the General Assembly invited Member States of the United Nations to make available, to qualified students from Trust Territories, fellowships, scholarships and internships, and to notify the Trusteeship Council concerning the availability of such fellowships, scholarships or internships in public as well as private institutions. It invited the Council to request the Secretary-General, having in mind the procedures of the Expanded Programme of Technical Assistance and the machinery of the Technical Assistance Administration, to make such arrangements as might be necessary to ensure the efficient administration of all such offers that might be made. It requested, further, that the Council should invite the Administering Authorities concerned to avail themselves of such scholarships, fellowships and internships in accordance with procedure to be devised, and to give full publicity with regard thereto in their respective Trust Territories. It also invited UNESCO to give all appropriate assistance in the implementation of the resolution.

At its 388th meeting, the Council requested the Secretary-General to present a report during the same session containing proposals for the efficient administration of any offers of fellowships, scholarships and internships for inhabitants of Trust Territories as might be made.

In his report,¹⁴⁰ the Secretary-General indicated that it would not be practicable to assimilate the new project into existing ones, mainly because the latter were based on providing the needed educational facilities after the needs of the area and the candidates to be aided had been determined, rather than upon filling vacant positions for such fellowship holders, and because the administrative arrangements for a programme based on securing and filling offers of facilities would

¹³⁵ Resolution 427 (X).

¹³⁶ T/L.317.

¹³⁷ Resolution 466 (XI).

¹³⁸ Resolution 423 (X).

¹³⁹ T/1028.

¹⁴⁰ T/974.

be quite different from those then established, and would require additional administrative personnel and resources. Therefore, after considering the various factors upon which the efficiency of the proposed project must depend, the Secretary-General recommended that:

(a) It should be proposed to all Member States that, in contemplating the offer of facilities envisaged by the General Assembly resolution concerned, they should give favourable consideration to the desirability of including in each offer provision for travel and subsistence costs and for the selection and care of the persons taking up the facilities offered for the period of study involved;

(b) The Member State offering facilities should notify the Secretary-General of its offer, presenting full details, for transmission to the Administering Authorities for their consideration and action, and to the Trusteeship Council for its information;

(c) Each Administering Authority presenting candidates should communicate to the Secretary-General all necessary information concerning the availability of candidates and, where necessary, the provision of supplementary financial assistance, the information to be transmitted by the Secretary-General to the Member State offering the facilities and to the Trusteeship Council;

(d) The Member State offering facilities should make its selection from among the nominations submitted, should complete the arrangements with the Administering Authority or Authorities concerned, and should notify the Secretary-General accordingly for the information of the Trusteeship Council.

The Secretary-General proposed further to make arrangements with UNESCO to include in its periodical *Study Abroad* information on offers of facilities made under the above-mentioned Assembly resolution.

At its 410th meeting, the Council approved the Secretary-General's report and, on 17 April 1952, the Secretary-General communicated it to all Member States.

Subsequently, the Secretary-General reported¹⁴¹ to the Trusteeship Council that two offers of fellowships and scholarships had been communicated to him: one from the Government of Yugoslavia, and one from the Government of India. Both offers have been communicated to the Administering Authorities of Trust Territories.

The Yugoslav Government offered five fellowships and five scholarships to students from Trust Territories in Africa. The scholarships were for regular studies of medicine, pharmacy, physics, chemistry and arts at the universities of Belgrade, Zagreb and Ljubljana, and for geology and mining at the university of Belgrade. The fellowships were for specialized training in social medicine, hygiene, forestry, housing, mining and ferrous metallurgy; they would be granted to persons with university or technical school training, and would cover the period of time required for a programme of special training—normally six months to one year. The Yugoslav Government would pay candidates' travel expenses, both ways, from Cairo, Alexandria or Casablanca to Belgrade, Zagreb or Ljubljana.

The Government of India's offer was of four scholarships, of which one was to be allotted to an African from Tanganyika, a second to an African from Ruanda-Urundi, and a third preferably to a student from Somaliland under Italian administration. The terms of the scholarships were the same as those offered under the Government of India Cultural Scholarships Scheme intended for students from other countries in Asia and Africa, under which scholars receive Rs. 200 a month plus capitation, tuition and examination fees. Subsequently the Secretary-General was informed that the Government of India had received from the Joint Togoland Congress an application for the fourth scholarship on behalf of a student in Togoland under British administration. The Secretary-General notified the Administering Authority of the Trust Territory accordingly.

At its 450th meeting the Council took note of the Secretary-General's report.

11. Report of the Trusteeship Council

By resolution 559 (VI) of 18 January 1952, the General Assembly took note of the report of the Trusteeship Council covering its third special session and its eighth and ninth sessions, and recommended that the Council should consider at its next sessions the comments and suggestions made during the discussions in the sixth session of the Assembly, including the discussions in the Fourth Committee on various specific trusteeship problems, with a view to arriving at a speedy solution of those problems.

At its 388th meeting, the Council took note of the foregoing resolution and decided to take the comments and suggestions made in the General Assembly into consideration during its discussion of the problems concerned.

12. Information on the implementation of Trusteeship Council and General Assembly resolutions relating to Trust Territories

By resolution 560 (VI) of 18 January 1952, the General Assembly observed that, in certain cases, effect had not yet been given to all Trusteeship Council and General Assembly recommendations and resolutions applicable to Trust Territories, and that the action thus far taken by the Council had not given effect to the wishes expressed by the Assembly in its resolution 433 (V), paragraph 1 (d). Accordingly, the Assembly expressed the hope that the Administering Authorities which had not yet given effect to all such recommendations and resolutions would implement them as speedily as possible and would inform the Council of the steps taken, or proposed to be taken. It also requested the Council to include in each case in its report to the Assembly such conclusions as it might deem necessary regarding the action taken by the Administering Authorities and regarding the measures which, in the Council's opinion, should be adopted in view of those conclusions.

At its 388th meeting, the Council decided¹⁴² to include such conclusions in its reports to the General Assembly, and instructed its drafting committees on annual reports to take the decision into account in preparing draft reports for its consideration.

¹⁴¹ T/1024.

¹⁴² Resolution 422 (X).

Part II

CONDITIONS IN THE TRUST TERRITORIES

Chapter I

TANGANYIKA

1. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

Land and people

Lying just south of the Equator between the great lakes of Central Africa and the Indian Ocean, Tanganyika covers an area of approximately 362,688 square miles, of which 20,000 square miles are water. The greater part of the Territory is sparsely inhabited because of extensive areas with an inadequate water supply or infested with the tsetse fly.

A long seasonal drought lasting from May to October occurs in the greater part of the central region and this, coupled with the low and variable total rainfall, constitutes a great handicap to agricultural development.

The population was conservatively estimated by the Administering Authority at the end of 1951 at 7,700,000 Africans, 71,000 Asians and 16,000 Europeans, as compared with 7,332,539 Africans, 59,512 Asians and 16,045 Europeans at the time of the last census in 1948. Compulsory registration of births and deaths applies only to the non-indigenous section of the population.

General considerations

The Visiting Mission which visited the Territory in August and September 1951 reported that the implementation of development plans had gained considerable momentum since the visit of the previous Visiting Mission in 1948. After noting considerable achievements in many fields, it pointed out that the rate and extent of progress varied greatly from one field to another.

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

General considerations

The representatives of the United States of America, China, New Zealand, France, Belgium, El Salvador, the Dominican Republic and Iraq expressed their appreciation of the statement made by the Governor of Tanganyika and of his presence at the Council.

The representative of New Zealand considered it clear that continued progress had been made in many

fields during the year under review, and commended the Administering Authority on the results achieved thus far in the heavy and crucially important task of promoting the advancement of Tanganyika toward the final goal contemplated under the Trusteeship System.

The representative of France noted that there was great activity in all fields. Important experiments were being carried out and others had been announced which would be put into effect very shortly.

The representative of Belgium noted with great satisfaction that the small number of Europeans in the Territory were making an important contribution to the raising of the intellectual level of the Africans, the promotion of economic development and the political development of African society.

The representative of El Salvador considered that the Territory had made notable progress toward the ultimate aim of autonomy.

The representative of the Union of Soviet Socialist Republics stated that the analysis of the information available in the annual report of the Administering Authority and in the report of the Visiting Mission led to the conclusion that the Administering Authority was not fulfilling the obligations it had assumed in accordance with the Charter and the Trusteeship Agreement, and had not taken the necessary measures to carry out the basic objectives of the International Trusteeship System.

The special representative of the Administering Authority noted that, with one exception, all members of the Council had expressed their recognition of the progress which had been made in all fields of advancement and that acknowledgement had been made of the difficulties which still had to be overcome.

Report of the Visiting Mission

The representative of China fully endorsed the observations and conclusions of the excellent report of the Visiting Mission¹⁴³ which he commended as a whole to the approval of the Council.

The representative of New Zealand considered that the report of the Visiting Mission, an excellent one,

¹⁴³ T/946.

furnished a thorough study of the main features and problems of the Territory, and contained many useful suggestions for its welfare and development. He urged that the Council note with approval the Mission's recommendations and observations.

The representative of El Salvador congratulated the Visiting Mission on its excellent report, which he considered a fine working paper, both for the valuable and complete information it contained as well as for the very effective form in which it was presented.

2. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General situation

The Administering Authority states that the main task of political development is to foster and guide the slowly awakening political consciousness of the mass of the people and that, in consequence, its efforts have been mainly directed to the establishment of a sound, efficient and democratic system of local government.

During the year under review the Committee on Constitutional Development, consisting of two official and all the non-official members of the Legislative Council, presented a unanimous report proposing important constitutional changes at a central, regional and local government level. The report was published together with observations of the Governor and of the Secretary of State for the Colonies in August 1951.

The 1951 Visiting Mission noted in its report that the Secretary of State for the Colonies had reserved, for the time being, his final opinion on the Committee's recommendations and that in any case the implementation of many of them, if approved, would depend on the outcome of a further inquiry by a Commissioner to be appointed from outside the Territory. Subsequently, the Administering Authority has stated that such a Commissioner had been appointed and was, as his first task, conducting an inquiry into the proposals regarding local government.

Details of the recommendations of the Committee and of other developments in the political section are given below.

Commenting generally on political development, the Visiting Mission stated that a considerable measure of progress must still be achieved before the ultimate goal of self-government or independence could be realized, and that the development of a sense of territorial consciousness amongst all inhabitants of Tanganyika was perhaps the most important step to be taken in this direction. To this end, the Mission considered that the Administering Authority should encourage African political associations, particularly those working in tribal areas, and that it should foster the development of a territorial consciousness extending beyond the bounds of purely local or communal interests.

In its observations on the Mission's report, the Administering Authority stated that every effort was being made to widen the people's horizon and that the encouragement of amalgamations and federations of tribal units was an important step in that direction.

The Mission, referring to complaints by some educated Africans that the immigrant communities

claimed all the privileges of inhabitants of the Territory, but retained the nationality and other advantages of their country of origin, considered that the situation might be improved by the establishment, in the law of the Territory, of a status of citizen of Tanganyika applying to all persons of whatever origin or nationality genuinely domiciled in the Territory. The Mission stated its conviction that the time had already come for the Territorial Government and for the various communities to take preliminary steps to do away with the present pattern of a strictly communal development.

The Administering Authority stated that it was considering the suggestion concerning citizenship. It endorsed the view of the Mission that all persons genuinely domiciled in the Territory must be regarded as inhabitants within the meaning of the Charter, but that the Administering Authority must give full weight and, where necessary, special protection to the interests of the African population.

At its eleventh session, the Council adopted the following recommendation:

The Council, considering the need for the development of a sense of territorial consciousness on the part of all sections of the population, notes with approval the efforts of the Administering Authority to amalgamate and federate tribal units, and endorses the suggestion of the Visiting Mission that the Administering Authority should consider the establishment in the law of the Territory of a status of citizen of Tanganyika applying to all persons of whatever origin or nationality genuinely domiciled in the Territory.

Executive and legislative organs

Executive authority is vested in the Governor, who is appointed as the representative of the Crown and, in matters of major policy, acts under the direction of the Secretary of State for the Colonies. He is advised by an Executive Council on all matters which the law prescribes should be dealt with by the Governor in Council and on such other matters as he may see fit to refer to the Council. The Governor makes laws with the "advice and consent" of an appointed Legislative Council. The Governor may assent to, dissent from or reserve, for the signification of Her Majesty's pleasure, a Bill passed by the Legislative Council. Ordinances may be disallowed wholly or in part on the advice of the Secretary of State.

At the opening of the period covered by the report the Executive Council was composed of eight senior government officials and four appointed unofficial members, of whom three were Europeans and one was an Indian.

The Legislative Council consists of the Governor, as President, fifteen nominated official members and fourteen nominated unofficial members, of whom four are Africans, three are Asians and seven are Europeans.

The Trusteeship Council has expressed a continued interest in an increased participation by the indigenous inhabitants in the executive and legislative organs of the Territory and in the introduction of an electoral system. This view was also put forward by the 1948 Visiting Mission.

Proposals relating to the composition of the Executive and Legislative Councils appeared in the report of the Committee on Constitutional Development. With respect to the Executive Council, the Committee recommended that consideration should be given to the appointment of an African member. This recommendation was accepted by the Governor and, during 1951, the number of unofficial members was increased by two, one of whom was an African. In welcoming the appointment for the first time of an African to the Executive Council, the Trusteeship Council at its ninth session expressed the hope that there would be a further increase of African participation arising from the report of the Committee.

The 1951 Visiting Mission also expressed the hope that the Administering Authority would keep in mind the desirability of appointing additional African members to the Executive Council.

In commenting on this observation, the Administering Authority suggested that the training of Africans for political responsibility must be obtained first, and more properly, in the local government and central legislative councils, and that membership in the Executive Council depended primarily on knowledge and experience.

The main recommendations of the Committee on Constitutional Development, with respect to the Legislative Council, are that it should be considerably expanded in size, that the official majority should be maintained until experience has been gained in an enlarged Council, and the basis for unofficial membership should be an equal division of seats among the three main races. It proposed that the membership of the Council should be the Governor, twenty-one official members and twenty-one unofficial members (seven Africans, seven Asians and seven Europeans). In explanation, the Committee stated that it had "found it impossible, on a basis of numbers, of financial interests or of political maturity, to make any assessment of the relative claims to representation by the three races", and based its recommendations of equal representation "on the need to obviate feelings of distrust and lack of confidence and to lay a sound foundation for future political development".

The principle of elective representation to the Legislative Council was accepted by the Committee but no specific suggestions for its application were given. The Committee considered that the reform of the Legislative Council with elective representation should follow within three years of the inauguration of the new local government institutions. The Committee proposed that the details of the implementation of its recommendations regarding the Legislative Council, including the preparation of an electoral scheme, should be studied by a special committee. The Visiting Mission was informed by the Governor that he considered that this inquiry also should be carried out by the Commissioner referred to above.

The Governor and the Secretary of State for the Colonies agreed that the objective should be to establish the new Council not later than five years after the date of the approval in principle of the Committee's recommendations.

The Visiting Mission, which was in Tanganyika when the report was published, received one peti-

tion¹⁴⁴ from, and held several meetings with, representatives of the Asian community. The Mission reported that the Asian community was very much in favour of the Committee's proposals, of which, in the opinion of the other communities, it was the principal beneficiary. The Asian Association also advocated the immediate introduction of a "common roll" for non-African communities and its eventual adoption for all communities.

The Mission received twelve petitions¹⁴⁵ from African sources requesting, *inter alia*, greater African representation on the Legislative Council and other public bodies and in some cases stressing the need for elective representation. The Mission reported that the Committee's proposals were the subject of little comment by tribal Africans, but it received several petitions and heard spokesmen from the headquarters and various branches of the Tanganyika African Association, which it regarded as representative of educated African opinion. Spokesmen for the Association stated that the Legislative Council should consist in the immediate future of the Governor, eighteen official members, nine African and seven non-African unofficial members elected from the Provinces, and two representatives elected on a non-racial basis from Dar-es-Salaam and Tanga. Although they were not satisfied with the proportion of unofficial seats proposed for Africans, nevertheless they did not entirely exclude acceptance of the Committee's proposals, if they could be satisfied that parity was only a temporary phase.

The Mission noted that members of the European community had been most active in expressing their views on the report, which were with some exceptions unfavourable. Officers of the Tanganyika European Council, a body which claims to represent all unofficial Europeans in the Territory, expressed strong disapproval to the Mission of the proposals of the Committee other than the introduction of a system of election for European and Asian unofficial members.

The Mission, while noting that the greater part of the public discussion on the report had dealt with the proposal for equal representation of the three main communities, considered that the question of the maintenance of a majority of official members was also of great importance, and that the two questions must be considered in relation to each other. The major step of replacing the present official majority by an unofficial one should await the time when the political maturity of the African community had developed to a point more consonant with the position of that community in the population as a whole, and the Administering Authority should continue to exercise direct legislative control until the legislative body could be established on a more representative basis than was possible at present. In such a case, the Mission felt that the question of the ratio of representation in the Legislative Council in the immediate future ceased to have the same degree of urgency. In the hope that a situation might develop in which political groups would be formed on the basis of social and economic issues,

¹⁴⁴ T/Pet.2/116.

¹⁴⁵ T/Pet.2/103, 106, 108, 116, 127, 130, 134, 138, 140, 143, 149, 154. For action taken by the Trusteeship Council on petitions T/Pet.2/108, 116, 127, 134 and 154, see resolutions 471 (XI), 473 (XI), 477 (XI), 480 (XI) and 488 (XI) respectively.

rather than on racial lines, and having regard to the unanimous approval of the parity scheme by the Committee on Constitutional Development, the Mission felt that the Committee's proposal for equal representation of the three main races on the Legislative Council represented a useful step as an interim measure; however, the principle of equal representation did not offer a satisfactory long-term solution.

The Mission hoped that the functioning of the proposed new Legislative Council would lead before long to a situation in which it would be possible to depart from the principle of communal representation. It believed that the use of a common electoral roll with appropriate qualifications might form a bridge between the proposed system and a more representative one; there was already support for this view among important sections of each community.

The Mission doubted the wisdom or practicability of delaying for five years the implementation of the reforms once a decision on the question of principle had been taken and made public. It would appear possible to proceed almost immediately to the election of European and Asian members of the Legislative Council and African members might continue to be appointed until an electoral system could be established for their community. This arrangement would be preferable to a long delay in the implementation of any of the proposals.

The Mission also commented on the question of the use of Swahili in the Legislative Council, as did the Visiting Mission in 1948, and questioned the desirability of the proposal to appoint "non-officials" as official members of the Council.

The Administering Authority stated that it was in substantial agreement with the Mission on the subject of the composition of the Legislative Council and, in particular, with its views on the unofficial membership of the legislature.

As regards the question of the use of Swahili, the Administering Authority stated that there were serious objections to its adoption as an official language of the Legislative Council, but hoped that it would be found possible to permit its use as and when the need arose, at least as a temporary measure.

The special representative of the Administering Authority informed the Council, at its eleventh session, that Her Majesty's Government had accepted the recommendation of the Constitutional Development Committee that the unofficial seats on the Legislative Council should be divided equally among the three main racial groups. Asian membership should, as far as possible, be representative of all sections and interests of that racial group, which comprised several different communities, but the method of achieving this must await the report of the Special Commissioner, who was inquiring into the details for carrying out the Committee's proposals. The recommendation that the official majority should be retained in the Legislative Council had also been accepted.

At its eleventh session, the Council adopted the following recommendations:

The Council, considering that in the political development of the Territory communal interests should be subordinated to the interests of the Territory as a

whole: (a) is of the opinion that, although the proposal of the Committee on Constitutional Development for equal representation of the three races in the Legislative Council represents a useful step as an interim measure, this proposal does not offer a satisfactory long-term solution; (b) in view of the doubts expressed by the Visiting Mission as to the wisdom or practicability of delaying for five years the implementation of the legislative reforms, expresses the hope that progress with the over-all development of new political institutions will be rapid enough to permit a shortening of this period, and suggests that the Administering Authority consider the use of a common electoral roll with appropriate qualifications as one possible form of bridge between the proposed system of communal representation and a more representative one.

The Council, noting with satisfaction that the Governor has accepted the recommendation of the Committee on Constitutional Development regarding African membership on the Executive Council, expresses the hope that the Administering Authority will consider a further increase of African membership as soon as practicable.

Provincial and regional organization

For administrative purposes, the Territory is divided into eight provinces, each under a Provincial Commissioner who is responsible to the Governor for the general administration of the province. The provinces are further divided into fifty five districts, as compared with fifty-four in 1950, each under a District Commissioner responsible to the Provincial Commissioner.

In 1949, a Provincial Council was established in the Lake Province as the first of a series of such councils to be instituted throughout the Territory. The Council consisted of the Provincial Commissioner as Chairman, nine official members, and five African, two Asian and two European unofficial members. The functions of this Council are mainly advisory and deliberative, but it has control of the provincial allocations for agriculture, forestry, provincial administration, tsetse reclamations and veterinary services, and also for provincial development schemes. A similar council with purely advisory and deliberative functions was set up in the Southern Highlands Province during 1950.

The Trusteeship Council had expressed satisfaction at the development of provincial councils and recommended a progressive increase of the African membership thereon, as had the 1948 Visiting Mission. The Council was informed, at its ninth session, that the setting up of further councils had been deferred pending the approval of the recommendations of the Committee on Constitutional Development as to the most desirable form of regional organization. The Trusteeship Council thereupon expressed the hope that the geographical basis of regional councils would be determined and further councils established as soon as possible.

In its report, the Committee proposed that the operation of many of the administrative and executive services of the central Government should be decentralized by the establishment of regional administrations, and maintained that the present provinces were not large enough to support the burden in staff, resources and finances involved in such a transfer. The Committee recommended that the division of the Terri-

tory into regions and the precise powers to be delegated to the regional authorities should be made the subject of a subsequent inquiry.

The Committee further proposed that the regional administration should be supported by regional councils, inter-racial in composition and with power to control expenditure by the voting of the regional budgets, to control regional policy and to exercise general powers of question and criticism. For a limited period, there should be an official majority on such councils, while the unofficial members should be drawn from the administrative subdivisions of the regions by nomination in the first instance and later by election. The basis of racial representation would vary in each region but might follow the pattern of the existing provincial councils, adapted to suit the needs of respective regions.

The Committee recommended that the administrative subdivision within a region should not be the present district, but a larger area with a larger and better balanced staff, which might be known as a county.

The 1951 Visiting Mission noted that the Governor and the Secretary of State for the Colonies, in their observations, had expressed doubt as to the desirability of implementing, without the most serious consideration, the Committee's proposals with regard to regional administration.

The Mission considered that the situation with respect to regional organization should not be frozen while lengthy inquiries were being carried out, but that *ad hoc* measures should be taken to improve it, and that the policy of the Administering Authority regarding the development of governmental machinery between the local level and the territory-wide level should be established with all possible speed.

The Administering Authority subsequently stated that the inquiry by the Commissioner would start early in 1952 and that every effort would be made to reach final conclusions regarding the policy to be adopted as soon as possible.

At its eleventh session, the Council adopted the following recommendation:

The Council, considering that the policy of the Administering Authority regarding the development of governmental machinery between the local level and the territory-wide level should be applied with all possible speed, and taking into account the Governor's statement that, although the introduction of regional administrations might be postponed, various proposals towards decentralization are being considered, requests the Administering Authority to include full information on the results of its deliberations in the next annual report.

Local government institutions

Local government bodies in the Territory are of two types, urban and rural, consisting of Township Authorities and Native Authorities. There are thirty Township Authorities in the Territory and one Municipal Council, in Dar-es-Salaam. Their membership varies but usually consists of the District Commissioner as Chairman, a majority of official members and a number of nominated unofficial members. In its 1951 report, the Administering Authority stated that the number of African unofficial representatives was steadily in-

creasing. In addition, in a number of towns, African opinion is associated with the urban administration through the medium of ward councils. In the Municipal Council of Dar-es-Salaam and the Township Authority of Tanga, there is a large unofficial majority, and the three main races have equal representation. One petition¹⁴⁰ received by the 1951 Visiting Mission requested increased African representation on municipalities. The expenditures of Township Authorities, with the exception of Dar-es-Salaam, are financed entirely from central Government grants.

With respect to urban local government, the Committee on Constitutional Development recommended that the councils of major townships should be made corporate bodies, should have power to make by-laws and should be given fiscal autonomy. Official membership of all town councils should be progressively reduced and non-racial elective representation, based on wards, should be introduced. The Mission expressed agreement with these recommendations.

Commenting, in its annual report for 1951, on a recommendation by which the Council at its ninth session had expressed the hope that additional municipal councils would be established as a means of fostering the growth of a more representative form of government, the Administering Authority stated that it attached importance to the development of municipal councils and other autonomous local government bodies, that Tanga was moving towards full municipal status, and that active consideration was being given to granting autonomous status to other major townships.

The system of African local government, through the Native Authorities, is described in the following subsection.

The Committee on Constitutional Development recommended the creation of county councils throughout the Territory as the largest units of local government. These councils would, in the first instance, control only those matters which clearly affect all races, such as the maintenance of roads, ferries and bridges, the establishment and control of markets, the conservation of natural resources and health services. They would also provide a forum for discussion of local matters.

The Committee recommended that revenues should be derived from grants from the central Government, from levies on Native and Township Authorities and from rates on non-Natives in rural areas. The councils should usually have an unofficial majority and should contain representatives of all races. Members should be nominated in the first instance, but it should be possible to replace one-third of the membership by election each year after the first, some of the members being drawn from geographical constituencies and some being selected by Native and Township Authorities. However, the Committee recommended that these Authorities should continue to be responsible to the central Government and not to county councils, except in respect of functions which might be delegated to them by the latter.

The Committee considered that the introduction of these councils should be the first step in implementing the proposed reforms. The proposal was accepted in principle by the Governor, who informed the Visiting

¹⁴⁰ T/Pet.2/130.

Mission that it would be implemented as fast as possible and that it was hoped that the councils would be working within one year.

In the Mission's view, the functions of the proposed county councils, at least as exemplified in the report, were by no means extensive. On the question of representation, the Mission presumed that, except possibly for a few areas where non-African settlement was particularly heavy, a majority of the non-official members of county councils would be Africans, and that even in those exceptional cases the African representation would at least be equal to that accorded to any non-African community.

In its observations on the Mission's report, the Administering Authority confirmed that the implementation of the recommendations would be proceeded with as rapidly as possible.

At its eleventh session, the Council adopted the following conclusion:

The Council notes with interest the following aspects of the policy of the Administration with regard to local government institutions: (a) that county councils are to be established as soon as possible, on an inter-racial basis, usually with an unofficial majority; (b) that importance is attached to the development of local urban bodies which are also to be on an inter-racial basis; and (c) that an elective system is to be introduced for county councils and all other local urban bodies as soon as possible.

African local government

The great majority of the African population of the Territory is subject to a system of "indirect administration", under which the conduct of its affairs is in the hands of Native Authorities. These Authorities, except in a few areas, are the hereditary or partly hereditary rulers of the people under traditional tribal systems. An account of the executive, legislative and judicial powers of these Authorities and of their various compositions appears in the preceding report of the Trusteeship Council. Native Authorities are subject to the control of the Central Government, which exercises its direction through the Provincial Administration.

The 435 Native Authorities in the Territory are united for fiscal purposes into fifty-seven Native Treasuries. The total amount of estimated revenue in 1951 was £832,724, and expenditure £949,841. The sum of £443,083 was spent on tribal administration; £108,804 on health services; £153,993 on education; £87,730 on agriculture and veterinary services; £45,028 on water development; and the remainder on forests, roads and bridges, tsetse reclamation and general services.

The total balances of these Treasuries were estimated to be £648,120 at the end of 1951. Separate development budgets for Native Authorities are being introduced and these may be financed in part by loans from the recently established Local Authorities Loan Fund.

The stated policy of the Administering Authority is to modify and develop the traditional tribal structure to bring it into conformity with modern conceptions of local government. The main development towards this end has been the establishment since 1945 of a system of councils at a district level and of a series of

subordinate division, area and chiefdom councils in the area of individual Native Authorities. The establishment of District Councils (that of Sukumaland covers five districts with a population of 1 million) represents in many instances the association or amalgamation of disconnected tribal units.

The Administering Authority states that the extent to which such Councils have been introduced, and their composition and powers, have depended on the widely varying stages of development reached among the various tribal communities. There is therefore no standard pattern, but a typical council would consist of the Native Authority, or Native Authorities in the case of a district, of sub-chiefs from the subdivisions of the area, of a number of commoners — elected or selected by public voting, by acclamation or by public discussion — and of a number of nominated members (in the year under review co-optation has begun to replace nomination, and elections were held by the Chagga tribe).

In the more backward areas, these councils may be merely advisory. In the more advanced areas, they have taken over from the Native Authority powers of local legislation and have begun to take control of recent executive developments, such as social services and economic activities. At the same time, the Administering Authority is endeavouring to transfer the judicial functions of Native Authorities to paid deputies.

The Trusteeship Council has taken continued interest in the introduction of a modern democratic system of local government. At its ninth session, while noting with satisfaction the general lines of development, it recommended that the Administering Authority should accelerate the modification of indigenous tribal systems along more democratic lines and should, in particular, intensify its efforts among the less developed tribes. The Council also urged the Administering Authority to establish local government training facilities as soon as possible.

The 1951 Visiting Mission received four petitions¹⁴⁷ on local government from Africans. Two petitioners requested that elected councils should take over the executive powers of chiefs, while two complained that chiefs had been reduced to the role of mere government officials.

The Mission gave details of active political development which was taking place at the time of its visit in the Bukoba District, Sukumaland and the Chagga region, of which the main features were the establishment of a pyramid of councils in the regions concerned and of increased participation by commoners. While noting the marked unevenness of the quality of African local government and the complete absence of councils in some regions, and while pointing out that even the most advanced Native Authorities and councils appeared to work under the very close and much-needed guidance of the local District Commissioner, the Mission stated that it was favourably impressed by the efforts of the Administering Authority in this field and that, on the whole, development was proceeding along sound lines. It considered, however, that a major recasting of the legislation governing the activities of Native Authorities

¹⁴⁷ T/Pet.2/104, 122, 138 and 148. For action taken by the Trusteeship Council on petitions T/Pet.2/104, 122 and 148, see resolutions 469 (XI), 476 (XI) and 485 (XI) respectively.

and District Councils could well take place and that it should be possible to decide upon a pattern of African local government for the Territory, even though it might be possible to introduce it at the present time only in a few districts.

The Mission stressed the need for attracting more educated Africans into local government employment and hence for improving the pay and other conditions of important Native Authority employees, including the possibility of creating, in due course, a local government service for such posts.

In its latest annual report and in its observations on the Mission's report, the Administering Authority stated that, while some lack of uniformity in the "patterns" of local government due to widely different conditions and background was inevitable, there was no doubt as to the lines on which the general development should proceed, and definite progress towards uniformity had been achieved during the year under review.

Commenting on a suggestion of the Mission that the Government should take more direct action in the more backward areas, the Administering Authority stated that action taken so far had in all but a few areas been well in advance of public demand. While the stimulation of new developments would be intensified where possible, the soundest and most effective means of promoting them was by persuasion rather than by coercion.

The Administering Authority stated that a site had been found for the training centre for local government employees and that it was hoped to establish that centre during 1952.

At its eleventh session, the Council adopted the following recommendation:

The Council notes that, on the whole, the development of African local government is proceeding on sound lines; approves the general policy and efforts of the Administering Authority to modify and develop the traditional tribal structure to bring it into conformity with modern conceptions of local government; endorses the view of the Visiting Mission that the time has now arrived for the Administering Authority to give serious consideration to a major recasting of the legislation governing the activities of Native Authorities and District Councils, in order to establish a more uniform pattern of African local government for the whole Territory.

Civil service

There are thirty-five departments and offices functioning in the Territory apart from the East African Customs and Excise, Income Tax and Post and Telegraph Departments, Railways and Harbours Administration and other High Commission services. The number of employees by racial groups within the various territorial departments during 1951 was as follows (with corresponding figures for 1950 in parentheses):

European	Asian	African
2,599 (2,207)	1,259 (1,040)	12,381 (11,355)

Personnel holding responsible posts or possessing technical qualifications are organized in the Senior Service, while other employees who have passed the necessary entrance examinations are organized in the Junior Service. Regulations for a Works Service,

designed to provide more favourable conditions for regularly employed artisans and other workers who do not qualify for admission to the Junior Service, were planned to come into effect at the beginning of 1952.

The Council, at its ninth session, noted that very few Africans were in the Senior Service and that it was the aim of the Administration to provide training facilities for promotion of members of the Junior to the Senior Service. It recommended that increased opportunities should be offered to Africans in the Junior Service and that the Administering Authority should consider the provision of a comprehensive programme of specialized training, either on an in-service basis or by sending a greater number of promising junior officials to institutions of higher education in the United Kingdom, East Africa or elsewhere for further training.

The 1951 Visiting Mission referred to complaints contained in five petitions¹⁴⁸ from associations of African government servants and others that the salaries of African government servants were too low for them to maintain a decent standard of living and that any European, even if he was performing work which required no special qualification, was automatically placed in the Senior Service, while many Africans in the Junior Service were performing at a lower salary the same type of duties as Europeans with the same academic or other qualifications in the Senior Service. While not disputing the case for an expatriation allowance, as an inducement for Europeans or others to seek service in East Africa, representatives of the associations expressed resentment at the fact that Europeans normally residing in East Africa were paid at the same rates as officers recruited from overseas, and that Asians and Africans who might be promoted to the Senior Service received only three-fifths of the salary payable to Europeans holding the same positions. The Mission also heard complaints from some Africans that Asian clerks were admitted into the Junior Service at a higher starting salary than that paid African clerks with comparable qualifications.

Spokesmen of the Asian community made similar complaints with respect to the admission of Asians to the Senior Service.

The Mission found that one African and a number of Asians with long service had been promoted to the Senior Service. While it had not been able to make an accurate judgment of the calibre of African civil servants in the Junior Service, it had found that some of their spokesmen had argued their cases in a most intelligent and cogent manner.

On the subject of allegations of discrimination in the salary scales, the Mission was strongly of the opinion that the Tanganyika Government should institute a uniform salary scale, regardless of race, for all positions in both the Senior and Junior Services, and that this scale should be supplemented by a system of expatriation allowances for personnel not domiciled in East Africa and efficiency differentials where these were felt to be applicable.

With respect to complaints of inadequate salary, the Mission considered that there was no doubt that the

¹⁴⁸ T/Pet.2/103, 120, 125, 127, 130. For action taken by the Trusteeship Council on petition T/Pet.2/127, see resolution 477 (XI).

position of the low-salaried government employees in the main towns was very difficult. It noted that these salaries had been increased by 15 per cent (later increased to 20 per cent) as a result of the report of the Committee on Rising Costs, and considered that in the light of this report an immediate further inquiry should be made.

In its observations on the Mission's report and on the petitions, the Administering Authority stated that the declared object of the creation of the Junior and Senior Services had been the establishment of a civil service on non-racial lines; promotion from the Junior to the Senior Service was dependent on personal qualifications, irrespective of race. The Administering Authority regretted that the number qualifying for promotion had been small, but several individual cases were being made the subject of special consideration. At the same time, it was very doubtful how far a relaxation of standards, as suggested by the Mission, could be permitted without reacting ultimately to the disadvantage of the Service as a whole. The promotion to the Senior Service of inadequately equipped officers, who would in consequence have to be qualified as "failures", would prejudice rather than advance the interests of African civil servants generally. As regards obtaining the necessary academic qualifications for the more senior posts in the Service, the Administering Authority pointed out that the facilities offered by Makerere College for degree students had materially improved the position.

The Administering Authority stated that it was necessary to recruit a number of candidates from India for the junior service because of a shortage of qualified Africans. They received a higher starting salary as an inducement, but care was taken to see that they had the appropriate qualifications.

The Administering Authority pointed out that, under the 1948 salary revisions, Africans had benefited proportionally more than Asians or Europeans. It was true that in a few cases Africans performed similar duties to those carried out by members of other races, but with few exceptions African employees were still of lower efficiency.

At its eleventh session, the Council adopted the following recommendation:

The Council recommends that the Administering Authority should institute a uniform scale of basic salaries for officials regardless of country of origin for positions in both the Senior and Junior Services, and that this scale should be supplemented by a system of expatriation allowances for personnel not domiciled in East Africa, and of efficiency differentials where these are felt to be applicable. The Council further suggests that the Administration should provide increased access to educational facilities by means of which the appropriate qualifications may be obtained for direct entry to the Senior Service, and hopes that the recent elevation of Makerere College to the status of a university college will lead to its degrees being recognized for this purpose.

Judicial organization

The ordinary courts of the Territory consist of the High Court and of the subordinate courts. The majority of cases in the subordinate courts are heard by administrative officers, in their separate capacity as magis-

trates, but the number of resident magistrates with solely judicial duties increased from eighteen, in 1950, to twenty in 1951. Resident magistrates are stationed in all the larger towns. During the year under review, three African administrative assistants, after passing the necessary law examination, were given the powers of third-class magistrates.

The 1951 Visiting Mission expressed the hope that the number of resident magistrates would be progressively increased.

The Native Courts, which since the entry into force of the Local Courts Ordinance, 1951, are known as Local Courts, try petty criminal cases, including those involving infringement of rules and orders made by Native Authorities and cases relating to personal status or to property under Native law or custom or Mohammedan law. The new Ordinance does not radically alter the nature of the Courts or their status, but has simplified the system of appeals.

The Visiting Mission referred to the encouragement given by the Government to the development of the various forms of customary law and to the separation of judicial functions from the traditional functions of Native Authorities, particularly under the new Chagga Constitution. It expressed the opinion that the judicial organization of the Territory was being developed by the Administering Authority along sound lines.

At its eleventh session, the Council adopted the following recommendation:

The Council notes with satisfaction the policy of the Administration to encourage the evolution of the various forms of customary law and the separation of judicial functions from the traditional functions of Native Authorities, particularly under the new Chagga Constitution, and hopes that the number of resident magistrates will be progressively increased.

Inter-territorial organization

The arrangement by which a number of services of the Territory (including defence; industrial planning, air transport, railways and harbours; the collection of customs and income taxes; posts, telegraphs and radio communications; research, meteorology and statistics) are administered jointly with those of the contiguous British Territories of Kenya and Uganda under the East Africa High Commission and subject to the legislative control of the East Africa Central Legislative Assembly, is discussed in the special report of the Trusteeship Council on administrative unions affecting Trust Territories.¹⁴⁹

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

General situation

The representative of China, noting with interest that the report of the Committee on Constitutional Development had been made public and had occasioned lively discussions both in the Legislative Council and among the general public, considered this a very healthy indication of the great interest of the inhabitants in their political destiny. He reserved comment until

¹⁴⁹ See A/2151, *Official Records of the General Assembly, Seventh Session, Supplement No. 12.*

additional information on the Committee's recommendations and the outcome of a further inquiry was made available to the Trusteeship Council.

The representative of New Zealand considered it clear that development in the political field toward self-government and independence must of necessity be a slow process. In view of the apparent lack of a sense of territorial consciousness among the indigenous inhabitants, he noted with approval the Administering Authority's statement that every effort was being made to widen the horizon of the people, and felt that the encouragement of amalgamations and federations of tribal units was an important step in that direction. He commended to the serious consideration of the Administering Authority the Visiting Mission's suggestion to establish a status of citizen of Tanganyika as an important contribution toward developing a sense of territorial consciousness.

The representative of France considered that it would be desirable to await the decision of Her Majesty's Government on the recommendations of the Committee on Constitutional Development before entering on a detailed discussion of the proposals.

The representative of Belgium expressed interest in the conclusions of the Committee on Constitutional Development. These conclusions pointed to highly promising developments. He noted that the Administering Authority intended to use prudence and caution in introducing constitutional changes, a fact to be noted with satisfaction. To act otherwise would be to invite failure and to upset the development of African life; it was important not to overturn custom and tradition.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had not adopted legislative and other measures which would ensure the participation of the indigenous population in the legislative, executive and judicial organs of the Trust Territory, and had failed to foster the establishment of local organs of self-government on a democratic basis. This hampered the political development of the Territory and constituted a violation of the principles and objectives of the Trusteeship System as specified in the Charter.

The representative of El Salvador noted with satisfaction that the reforms proposed by the Committee on Constitutional Development were already in course of implementation, and that the Administering Authority had given attention to the Visiting Mission's suggestion that the status of citizen of Tanganyika should be established. He hoped that the necessary studies on that question would be undertaken as soon as possible and that in the meantime, as a practical measure, efforts would be continued to promote a sense of territorial consciousness as a basis for that status.

The special representative of the Administering Authority stated that in dealing with the political situation the representative of the USSR had made the astonishing statement that Africans were not allowed to participate in any way in the government of the Territory, and that apparently he alone of all the members of the Trusteeship Council saw nothing good in the recommendations of the Committee on Constitutional Development.

Executive and legislative organs

The representative of China noted with particular interest the proposed parity of inter-racial representation in the Legislative Council and the special representative's statement that the representation of the non-indigenous population, including non-European minorities, was based on their contribution to the development of the Territory. This policy should serve as an example to other Territories which did not give equal consideration to the part played by non-indigenous, non-European communities. However, since the indigenous inhabitants, by far in the majority, were undoubtedly entitled to representation proportionate to their numbers, he agreed with the Visiting Mission that, while parity of representation might be a useful interim measure, it did not offer a satisfactory long-term solution.

With regard to the Executive Council, the representative of China hoped that further increases of African membership would be considered by the Administration and that at least the Administration's plan, announced at the Council's third session, to increase the number of non-official members from four to eight, would be implemented in the near future.

The representative of New Zealand noted with approval the prompt implementation by the Administering Authority of the recommendation by the Committee on Constitutional Development for the appointment of an African member to the Executive Council. He awaited with interest the final decision on the Committee's recommendations regarding the composition of the Legislative Council, and noted the difficulty of commenting further on political development because of uncertainty regarding such decisions. Sharing the Visiting Mission's doubts as to whether it would be wise or practicable to delay up to five years, as the present deadline made possible, the establishment of the new Legislative Council, he commended to the serious consideration of the Administering Authority the Mission's proposals for early implementation of the Committee's recommendations. He expressed confidence that the Mission's suggestion concerning the use of a common electoral roll, which it proposed as a bridge between the system of representation by communities and the more representative system that all Legislative Council members would no doubt accept as desirable, would be given serious study by the Administering Authority when deciding upon its future political plans for the Territory.

The representative of the Union of Soviet Socialist Republics stated that, even in such organs as the Executive and Legislative Councils, which had no real power, there was no just representation of the indigenous population. There was only one African, a tribal chief, in the Executive Council; he had been appointed to the Council by the Governor. Of a total membership of thirty in the Legislative Council, only four were Africans. In this connexion he stated that the recommendations of the Committee on Constitutional Development did not provide for active participation by the indigenous population in the government of the Territory. Under the pretext of establishing an "equal representation" in the Legislative Council of the three main races, the Committee had recommended that the unofficial membership be seven Africans, seven

Asians and seven Europeans. Thus the 7,700,000 Africans would have one representative for each 1,100,000 persons, while 16,000 Europeans would have one representative for each 2,280 persons.

He further stated that, in line with the Administering Authority's policy of racial discrimination and crude violation of the rights and interests of the indigenous population, it had rejected the request made by the African Association that the language of the indigenous population—Swahili—be made a second official language of the Legislative Council.

The special representative of the Administering Authority commented that contrary to the opinion of all others, the representative of the USSR had seen in the attempt to introduce the principle of partnership in the Legislative Council nothing but "crude" racial discrimination. The proposal that each of the three main communities in Tanganyika should be represented by seven unofficial members each in the Legislative Council was an effort to introduce the principle of partnership into the legislature. To say that having the same number of Africans on the Legislative Council as European and Asian members was racial discrimination, because there happened to be 7 million Africans in the Territory, was looking at the situation in a different way from that of the Administering Authority. The contribution made by one member of one community might be greater than that made by a thousand members of another community. It was no good at this stage basing these things on a count of heads. Each of the communities had its part to play, and at the present moment the economic development of the Territory depended very largely on the activities and the interests of the non-indigenous section of the population. They were therefore entitled to participation in the government of the country. This suggested parity was, in the view of the Committee on Constitutional Development, a wise first step in bringing into being the working of the principle of common interests between the three main races inhabiting the Territory.

Provincial and regional organization

The representative of China noted from the Governor's statement that the development of regional government had made some progress in the year under review, but felt that there was still room for more sustained and intensified effort.

The representative of New Zealand noted with interest the Governor's statement that the proposal of the Committee on Constitutional Development for the establishment of regional administrations had not found much support and that difficulties of communication might preclude their introduction for some time, but that various proposals toward decentralization were being considered. He felt that the Council would appreciate receiving next year full information on the results of the Administering Authority's deliberations on this point.

The representative of the Dominican Republic expressed satisfaction at the progress made by the Administering Authority in decentralization, particularly with the Sukumaland experiment, which he considered a very considerable step forward in the political development of the Territory and a notable experiment in regional administration. The Council should follow

closely this as well as any other experiment to promote territorial consciousness.

Local government institutions

The representative of New Zealand considered that the development of local government appeared to be proceeding steadily and noted that the Visiting Mission considered this development to be, on the whole, along sound lines. He noted with satisfaction that the county councils, the largest units of local government, were to be established as soon as possible, on an inter-racial basis, and usually with an unofficial majority; that importance was attached to the development of autonomous local bodies in urban areas, which would also be on an inter-racial basis; and that an elective system was to be introduced for the county councils and all other local bodies as early as possible.

African local government

The representative of China noted that there had been some progress in the development of local government during the year under review, but felt that there was still room for more sustained and intensified effort.

The representative of New Zealand noted the assurance contained in the Governor's statement that a very real attempt was being made to modernize the Native Authorities and to strengthen them by the establishment of Native Councils at various levels. He further noted that the Visiting Mission had been favourably impressed by the efforts to transform these bodies into model organs of African local government as quickly as possible, and considered that this was most important to future African development. He noted with satisfaction that the question of dividing financial responsibility between the central Government and the Native Administration was receiving particular attention. While recognizing that considerable variation in the pattern of African local government institutions would continue to exist for some time, due to divergent conditions, he nevertheless suggested that the Mission's proposal for a major revision of the legislation governing the activities of Native Authorities and District Councils be kept constantly in mind.

The representative of France was glad to note that the experiments in the renovation of indigenous institutions by the building up of indigenous councils were proceeding well in the provinces chosen for these experiments. The great difficulties standing in the way of the extension of these experiments were not surprising, but given perseverance, patience and tact, they were not insurmountable.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority continued to encourage the tribal system, and was not taking measures to ensure the transition from the tribal system to a system of self-government based on democratic principles. This was evident from the statement in the 1950 annual report that the tribal system constituted the only solid basis for the social and political development of the population. In view of the fact that there existed at the present time a tribal system encouraged by the Administering Authority which was incompatible with the progressive political development of the Trust Territory toward self-government and independence, the Council should recommend that the

Administering Authority take measures to ensure the transition from the tribal system to a system of self-government based on democratic principles.

The special representative of the Administering Authority commented that constitutional developments were entirely dependent on the success achieved in the development of local government. The progress made in this respect was described in the annual report on the Territory and from succeeding annual reports the Council would be able to assess the increased momentum of development of local government in Tanganyika. The representative of the USSR had produced his annual arguments in regard to what he called the continuance of the tribal system, but had obstinately ignored all the information at his disposal to show how the tribal constitutions were being modernized to bring them into line with present-day concepts of local government. In Tanganyika the Administration proceeded not by revolution but by evolution.

Civil service

The representative of China expressed full agreement with the Visiting Mission that certain steps should be taken by the Administering Authority to overcome the considerable difficulties encountered by African members of the civil service. Primarily it was a question of raising the standards of training and the improvement of living conditions, and in particular a general rise of salaries should be given careful consideration by the Administration.

The representative of the Union of Soviet Socialist Republics stated that all legislative and executive power in the Territory was exercised by the Governor and his assistants, all Europeans. Furthermore, all the important administrative posts were held by Europeans; the indigenous population held only a few very unimportant posts. The Administering Authority itself stated that no fundamental changes had been made in the composition of the staff of the territorial administration. All these facts showed that the Administering Authority was not fulfilling the obligations it had assumed in article 6 of the Trusteeship Agreement which provided that the inhabitants of Tanganyika should be assured a progressively increasing share in the administrative and other services of the Territory. The Administration had divided the posts into so-called senior and junior officers and had deliberately refused to give senior posts to the indigenous population.

The approval and implementation by the Administering Authority of a recommendation of the Civil Service Commission to the effect that the wages of Africans should not exceed three-fifths of the wages of Europeans demonstrated the policy of racial discrimination. The representative of the USSR referred in this connexion to memoranda received by the Visiting Mission complaining that very high qualifications were demanded of an African before he was considered eligible for a promotion to the Senior Service, while any European was automatically placed in the Senior Service.

The representative of the Dominican Republic expressed the hope that the Administering Authority would continue its promising policy of removing points of friction in the civil service arising from the partici-

pation of the indigenous inhabitants with members of other communities. He hoped that the Council would make appropriate recommendations regarding the position of Asians in the Senior Services and related matters to which the Mission had drawn attention, thereby meeting the hopes and aspirations not only of the Asians but also of the indigenous population. He hoped that the Administration would continue to give its attention to the matter of participation by the latter in the administrative services generally.

The special representative of the Administering Authority remarked that the representative of the USSR had stated that the establishment of a junior and senior civil service openly carried out the policy of racial discrimination. On the contrary, this system had been introduced into Tanganyika expressly for the purpose of building up a service on a non-racial basis.

Judicial organization

The representative of France welcomed the developments in judicial organization as indicated by the Visiting Mission.

Inter-territorial organization

The representative of the Union of Soviet Socialist Republics stated that the establishment of the East African Inter-Territorial Organization was an example of the policy carried out by the Administering Authority calculated to strengthen the colonial system in Tanganyika in order to ensure the best conditions for the exploitation of the natural and human resources in the Territory. The Inter-Territorial Organization had brought about the administrative, economic and political fusion of the Trust Territory with the neighbouring British Protectorate of Uganda and the British Colony of Kenya. This fusion had gone very far even before the end of the Second World War, as stated in the 1951 annual report, and had made impossible the advancement of Tanganyika as an independent unit toward self-government or independence as required by the Charter and the Trusteeship Agreement.

The report of the Visiting Mission showed that the interests of Tanganyika within the framework of this union were being violated. For example, as regards telecommunications equipment, Tanganyika had received a lesser amount than Kenya and Uganda. He quoted from the Visiting Mission's report that one field in which the Tanganyika Government had surrendered some measure of its economic control over the Territory was that of industrial licensing, since the power to regulate the establishment within the Territory of certain industries had been conferred on the East African Industrial Council by a Tanganyika ordinance. The Council should recommend the establishment in the Trust Territory of legislative and executive organs which would not be subordinate to any organ set up on the basis of the administrative union between the Trust Territory and the neighbouring colonies, and that for this purpose legislative and other measures be taken to ensure the participation of the indigenous population in legislative, executive and judicial organs of the Trust Territory.

The representative of the Administering Authority stated that there was no truth whatsoever in the statement of the representative of the USSR. Article 5 (b)

of the Trusteeship Agreement stated that the Administering Authority should be entitled to constitute Tanganyika into a customs, fiscal or administrative union or federation with adjacent territories under its sovereignty or control, and to establish common services between such Territories and Tanganyika where such measures were not inconsistent with the basic objectives of the International Trusteeship System and with the terms of the Trusteeship Agreement.

The Administering Authority considered that the action taken under this article was not inconsistent with the basic objectives of the Trusteeship System or the terms of the Trusteeship Agreement; this view had been fortified by the opinion of the Visiting Mission and by the recent work carried out by the Trusteeship Council's Committee on Administrative Unions.¹⁵⁰

With regard to the comments of the representative of the USSR on industrial licensing, the representative of the Administering Authority recalled the observations on the Visiting Mission's report in which the Administering Authority stated that the system of industrial licensing had exercised no influence on the economic development of Tanganyika and that at present there seemed little likelihood of its doing so.

As regards the observation by the representative of the USSR that the amalgamation of the Railways and Harbours Administration had been to the detriment of the Territory, he pointed out that the Visiting Mission in 1951 had stated that the amalgamation of the Tanganyika railways with the Kenya and Uganda railways had resulted in substantial advantages for Tanganyika.

The special representative of the Administering Authority commented that the representative of the USSR had quoted from the annual report dealing with common services and the functioning of the High Commission in the administration of those services, and then had made the astonishing charge that this was political fusion. If one point had been made clear, it was that the organization did not in any sense represent political fusion. The representative of the USSR had also suggested that the only result of the organization was to hinder Tanganyika's progress. The special representative was content to leave the answer to this contention to the Visiting Mission's report.

3. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General situation

Tanganyika is essentially an agricultural country with few industries, although its potential mineral wealth is great. The 1951 Visiting Mission noted that economic development was proceeding at a rapid and unprecedented rate, and commended the Administering Authority for its share in this development.

The great majority of the indigenous inhabitants are peasant agriculturalists concerned mainly with the growing of foodstuffs for their own consumption. The Territory's total needs, however, cannot be met from local production and, from time to time, owing to the

uncertain rainfall, serious shortages occur due to crop failures. The policy of achieving self-sufficiency in essential food supplies includes the building up of reserve stocks. In 1950, a Department of Grain Storage was set up with responsibility for the marketing, storage and distribution of essential African staple foods. In 1951, 60,350 tons of grain had been stored at central points throughout the Territory. The 1951 Visiting Mission hoped that the Administration would press forward with its plans to make the Territory self-sufficient in basic foodstuffs.

Although the great bulk of the produce is consumed locally, certain export crops and commodities are produced by the indigenous inhabitants. Further, to meet their cash needs, many Africans living in rural areas take paid employment. The labour enumeration taken in 1951 showed that, in addition to 74,350 persons engaged in casual daily work, 381,048 were in regular employment.

The chief items of export of the Territory in 1951 were textiles, fibres and lint cotton (65 per cent) and food products, beverages and tobacco (18 per cent).

By far the largest revenue earner for the Territory and the most important commercial crop is sisal. In 1950, exports of fibre and tow amounted to 118,909 tons, valued at £11,846,057, the total value of exports being £25,956,074. Production of sisal during 1951 was estimated to have increased by some 20 per cent. The industry, almost entirely in the hands of non-indigenous producers, is the main employer of African labour and in 1950 an estimated 126,723 Africans were employed on 180 sisal plantations.

Coffee and cotton were valued in 1950 at £3,471,069 and £1,443,401 respectively. About two-thirds of the coffee and most of the cotton is produced by Africans. The production of hides and skins, valued in 1951 at £1,805,010, is also predominantly African.

In 1950 the value of the gold and diamond exports, the two most important minerals exploited at present, was £824,047 and £746,370 respectively. Both gold and diamond mining are developed almost exclusively by private non-indigenous enterprise.

As it is not possible to give accurate calculations of national income, the Administering Authority refers to statistics on the Territory's budget, its import and export trade and its gross production. In 1950, total revenue on territorial and development accounts amounted to £13,323,763 and total expenditure £13,560,957. The total imports in 1951 amounted to £31,642,508 and total exports £41,497,471, a total volume almost three times that for 1947. In 1951 the total value of agricultural production was £58,487,700; the value of the minerals exploited was £1,568,979 (provisional); and the value of forest produce exported, £433,000.

The indigenous inhabitants have no direct part in the major commercial undertakings of the Territory, nor in the wholesale trade, but the Administering Authority states that they are taking an increasing interest in the retail trade. It reported in 1951 that consideration was being given to the provision of financial assistance to Africans for commercial or industrial undertakings.

The role of the indigenous inhabitants in the Territory's economic life is therefore first that of primary

¹⁵⁰ See A/2151, *Official Records of the General Assembly, Seventh Session, Supplement No. 12.*

producers and secondly that of the labour force.

The General Assembly and the Council have expressed full support of all steps leading to a greater participation of indigenous inhabitants in the profits and management of entities engaged in the exploitation of mineral and other natural resources or in the production of, or trade in, raw materials and commodities basic to the Territory's economy. The Visiting Missions of 1948 and 1951 have both expressed themselves on this point; the latter Mission stated that the activities of Africans should not be confined, as at present, to those of a subsistence economy and of an unskilled labour force and that means must be found to associate them more broadly in the economic life of the Territory.

The Administering Authority replied that these views were fully in line with its own policy. At present the participation of the indigenous inhabitants was largely confined to the production of primary agricultural products and animal husbandry. These activities were being increasingly organized on a co-operative basis. The various mechanized cultivation and other agricultural development schemes were designed to increase indigenous participation in agricultural production. As regards mineral exploitation, the indigenous peoples had not yet attained the necessary technical qualifications or experience to enable them to participate in an executive or managerial capacity in large-scale mining operations. Such opportunities, the Administration stated, could come only with the development of technical and professional education.

As a means of introducing Africans into the most important part of the export trade and into the management and ownership of modern agricultural enterprises, the 1948 Visiting Mission suggested that ex-enemy sisal, coffee and tea estates be placed under African ownership, preferably on a co-operative basis; the Council also recommended that the Administering Authority consider establishing a public corporation, or adopting other appropriate measures for the operation of ex-enemy estates for the common benefit of the inhabitants, with the purpose of eventually turning them over to the indigenous inhabitants, probably as co-operative enterprises.

In reply, the Administering Authority stated that it was not possible to implement the recommendation regarding the disposal of ex-enemy estates. The estates were widely scattered and of varied nature. In the Administration's opinion, even had it been possible to acquire all the properties under the control of a public corporation, no advantage would have been gained since the only practical way in which a corporation could have operated the estates would have been to adopt exactly the same procedure as that now followed, namely, to lease them to individual tenants. The common benefit of the inhabitants could be best secured by maintaining developed agricultural properties at maximum production. Such agricultural properties might be turned over to indigenous inhabitants, probably as co-operative enterprises, at a later stage on the expiry of existing rights of occupancy, but such a step was not possible at the present time. Co-operative principles were not yet sufficiently understood and appreciated by the indigenous inhabitants for application to estate ownership and management.

The 1951 Visiting Mission considered that the base from which further participation of Africans in the economy might best develop was the production and marketing of cash crops, and felt that it was very much to the credit of the Administering Authority that there was already a considerable production of export crops. There was considerable evidence that Africans were capable, under favourable circumstances, of effecting by their own efforts substantial improvements in their economy. The Mission considered that the Administering Authority should give the greatest possible encouragement to these trends.

In its observations on the Mission's report, the Administering Authority stated that every effort would continue to be made to associate Africans more broadly in the economic life of the Territory.

At its ninth session, the Council had noted that the forestry concession in the Rondo plateau area was in the form of a partnership agreement between the Territory and the concessionaires, and had recommended that consideration be given to the possibility of adopting similar agreements in connexion with the exploitation of the Territory's natural resources. The Administering Authority, in its 1951 report, stated that it would bear this possibility in mind.

In a petition¹⁵¹ before the Council at its eleventh session, it was alleged that the economic development of Africans was hindered by the increasing immigrant population and lack of individual capital. It was requested that loan regulations be relaxed in order to enable Africans to borrow money, and that part of the revenue from mining operations, sisal estates and other economic activities be paid into the Native Treasury funds. Direct financial aid from the Trusteeship Council for the educational and economic advancement of the Territory was also requested. A second petition¹⁵² asked that loans be granted to Africans from the Local Development Loans Fund.

Another petition¹⁵³ alleged that the Administering Authority was discouraging private enterprise and the investment of private capital because this would lead to rapid industrial development and thus deprive the United Kingdom of a market for its manufactured goods. Instead, the Administering Authority preferred to develop, under nationalized schemes, only those industries which would benefit it.

In its observations¹⁵⁴ on the first two petitions, the Administering Authority stated that co-operative movements were encouraged and were making steady progress. Loans could be obtained by Africans from the Local Development Loans Fund and through the normal credit facilities offered by banks; there was no law preventing Africans from borrowing from non-Africans but the giving of credit to Africans was controlled in their own interests. The revenue accruing from industrial and commercial activities formed part of the general revenue of the Territory and, as such, was used for the benefit of the inhabitants. Substantial sums from the territorial revenues were paid annually

¹⁵¹ T/Pet.2/103.

¹⁵² T/Pet.2/108. For action taken by the Trusteeship Council on this petition, see resolution 471 (XI).

¹⁵³ T/Pet.2/124.

¹⁵⁴ T/953/Add.4.

into the Native Treasuries and no discriminative barriers to trade existed.

On the third petition the Administering Authority¹⁵⁵ commented that development by private enterprise was encouraged by every legitimate means. Only when private investment was not forthcoming, or when schemes were of a nature or on a scale regarded as unsuitable for, or outside the scope of, private enterprise, was recourse had to "nationalized schemes".

Several petitions¹⁵⁶ requested the removal of barriers to trade with Ruanda-Urundi and other neighbouring territories, and that the foreign trade of Tanganyika be opened to all nations. The Administering Authority stated¹⁵⁷ that trade with Ruanda-Urundi was not forbidden but that difference of currency gave rise to difficulties. Trade in livestock, of particular interest to the petitioners, was restricted owing to the need for rinderpest control measures.

The 1951 Visiting Mission pointed out that development in the Territory was being undertaken by a diversity of agencies, including the Tanganyika Government, United Kingdom Government corporations and private firms. With respect to developments carried out by agencies other than the Tanganyika Government, the Mission hoped that appropriate measures would be taken by the Government to ensure the exercise of proper control with a view to protecting the interests of the inhabitants of the Territory.

The Secretary of State for the Colonies had informed the Mission that the United Kingdom Government intended to transfer control of operations of the Overseas Food Corporation to the Tanganyika Government and that arrangements had already been made for the latter's representation on the governing board of the Corporation. It had not yet been decided what would happen when the schemes initiated by the Colonial Development Corporation had passed beyond the experimental stage. The Mission considered that the principle of transfer to territorial control should be applied in this case also.

There was also a need to ensure that the Government could exercise proper control over large private development projects in the Territory. The Mission noted with satisfaction the safeguards which existed with regard to the diamond industry and the Rondo Plateau timber concession, and hoped that the Administering Authority would continue to exercise vigilance with respect to such private concessions.

The Administering Authority, in its observations on the Mission's report, stated that it would take note of the views of the Mission regarding future developments in the case of schemes initiated by the Colonial Development Corporation and the need for continued vigilance with respect to private concessions.

At its eleventh session, the Council adopted the following conclusion and recommendation:

The Council notes with satisfaction the rapid rate of economic development in the Territory and the

assurances of the Administering Authority with respect to the necessity for the Government to retain sufficient control over private development schemes to ensure that the interests of the inhabitants are properly safeguarded.

The Council, noting that there are many regions not covered by local development schemes, expresses the hope that the success achieved in the Sukumaland and Mbulu development schemes will lead to the establishment of similar schemes in other parts of the Territory.

Development plan

The Administering Authority in 1946 approved a ten-year development and welfare plan. The cost of the original plan was £19,186,000. Of this sum, £6,775,000 was derived from the Colonial Development and Welfare Fund and the Council, at its sixth session, noted this substantial subsidy with satisfaction.

Since the plan was first put into operation in 1948, there has been a continued increase annually in the funds allotted. The 1952 budget provides for an expenditure of £6,614,000.

Rising costs, altered priorities and new requirements made it necessary in 1950 to revise the plan and it was proposed to spend £24 million during the period 1950-56. A more comprehensive plan for future development is, however, in course of preparation, and the Administering Authority hopes it will be completed during 1952.

The Council, at its ninth session, expressed satisfaction at the considerable increase in the amounts to be spent under the revised plan and considered as sound the emphasis placed upon such basic problems as communications, water supplies and natural resources. It hoped that the Administering Authority would continue its policy of emphasizing those projects of direct benefit to the indigenous inhabitants. It also recommended that the Administering Authority should study the possibility of promoting schemes for providing cheap hydro-electricity.

In reply, the Administering Authority referred in its 1951 report to the new plan and stated that it would continue to adhere to a policy of safeguarding and promoting the interests of the indigenous population in the economic development of the Territory.

It reported that, during 1951, several small electricity schemes had been inaugurated and that the possibility of promoting further schemes would be kept constantly under review. In this connexion, however, the limited extent of the permanent natural water supplies of the Territory was a serious obstacle to the promotion of large-scale hydro-electric schemes. The 1951 Visiting Mission, while noting the limited possibilities for the development of hydro-electric power, considered that the Government should make further investigations in this field.

The Visiting Mission noted with satisfaction that a more comprehensive development plan was being drawn up, and hoped that the importance of developing African participation in the economic life of the Territory and also of developing the social services available to Africans would be given the greatest possible emphasis in the new plan.

¹⁵⁵ T/953/Add.2.

¹⁵⁶ T/Pet.2/103, 104, 148, 150, 154, T/Pet.2/R.2. For action taken by the Trusteeship Council on petitions T/Pet.2/104, 148, 150 and 154, see resolutions 469 (XI), 485 (XI), 486 (XI) and 488 (XI) respectively.

¹⁵⁷ T/953/Add.3 and 4.

Communications

The improvement of communications in the Territory is the second item in priority under the revised development plan and is the principal head of expenditure. It is proposed to spend nearly £5 million on the development of major roads, and £800,000 on the improvement of aerodromes. The 1951 Visiting Mission considered that the improvement of communications in Tanganyika was a prerequisite to its substantial development.

One petitioner ¹⁵⁸ stated that the Territory was badly in need of improved communications, and two others ¹⁵⁹ requested that a railway be built linking the Northern and Lake Provinces and that the number of coaches on passenger trains be increased.

In its observations ¹⁶⁰ on these petitions, the Administering Authority stated that the improvement of communications had a high priority; the need for increased passenger accommodation on the railways was appreciated and every effort was being made to increase rolling stock as the availability of funds and materials permitted. However, for economic reasons, a rail link between the Northern and Lake Provinces could not be contemplated at present.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting with satisfaction the road programme of the Administering Authority and the steps taken to implement this programme as well as the plans in hand for rail development, expresses the hope that the Administering Authority will continue to give emphasis to this important aspect of economic development.

Technical assistance

At its fifth session, the General Assembly had drawn the attention of the Administering Authorities to the facilities available for technical assistance from the United Nations and its specialized agencies, and had recommended that full use be made of these sources of assistance for economic expansion and other forms of development. It had asked the Administering Authorities to report on aid requested and the manner in which such aid would be integrated into long-range plans for the development of the Trust Territories.

The special representative of the Administering Authority informed the Council at its eleventh session that the Governor of Tanganyika intended to visit the major specialized agencies of the United Nations, with a view to finding out by personal contact the extent to which the resources of these agencies might be invoked to supplement the efforts of the Government of Tanganyika and the Administering Authority. While in New York, the Governor had called upon the Director of the United Nations Technical Assistance Administration to discuss with him the possibility of receiving a representative of that Administration in Tanganyika to consider with local officers the projects in hand or contemplated which would benefit from technical assistance under the United Nations programme.

¹⁵⁸ T/Pet.2/110.

¹⁵⁹ T/Pet.2/106, T/Pet.2/108. For action taken by the Trusteeship Council on petition T/Pet.2/108, see resolution 471 (XI).

¹⁶⁰ T/953/Add.2 and Add.4.

Taxation

The major portion of the territorial revenue is derived from indirect and direct taxes; the contribution from these taxes in 1950 was 73.5 per cent of the total revenue. Of this percentage three-fifths was from indirect taxes, mainly customs and excise duties, and two-fifths from direct taxes, including the income and non-Native poll and education tax, and the Native house and poll tax.

House tax is payable in respect of every Native dwelling and poll tax by every able-bodied male member of the indigenous population over 18 years who is not liable for the house tax. The annual rate for Native house and poll tax during 1951 varied from 9 shillings to 20 shillings.

The non-Native poll tax is payable by all male persons who are not liable to any of the taxes leviable under the Native tax laws. The tax is graded and assessed in relation to individual incomes. The non-Native education tax is payable by every male non-Native above the age of 18 years resident in the Territory.

Income tax is applied to all sections of the community, but is derived almost wholly from the non-indigenous population. The income tax rate is 1 shilling and 6 pence per pound on the first £400 of chargeable income; increasing to a maximum of 5 shillings. A surtax is levied on incomes over £2,000 to a maximum surtax of 9 shillings in the pound.

The Council, at its third session, suggested that the Administering Authority consider whether the system of taxation as far as it concerned the indigenous inhabitants was satisfactory and based on the ability to pay. It also suggested that consideration be given to the establishment of local and central tribunals for appeals by the indigenous inhabitants against tax assessments.

The Administering Authority stated that efforts to introduce a graduated system of house and poll tax for the indigenous inhabitants had so far proved unsuccessful, and that a flat rate system of collection was therefore being continued. These flat rates, fixed annually, varied in different localities according to the local economic conditions and the capacity of the people to pay. The Native Authorities were always consulted with regard to any changes. Adequate provision was also provided for exemption in necessitous cases, but as there was no form of individual assessment there could be no provision for individual appeal against the tax rate. The granting of such rights of appeal as were provided in the case of other forms of direct taxation would have to await the introduction of a graduated system with individual assessment.

One petition ¹⁶¹ complained that taxes were increased without due notification. The Administering Authority stated in its observations on the petition that tax rates were not changed without due notification to those affected. ¹⁶²

The 1951 Visiting Mission considered that the sisal industry, which provided more than half the total value of the Territory's exports in 1949, could make a much

¹⁶¹ T/Pet.2/121. For action taken by the Trusteeship Council on this petition, see resolution 475 (XI).

¹⁶² T/953/Add.2.

more substantial contribution to the revenues of the Territory than the present modest export duty of 5 per cent *ad valorem*.

The Administering Authority replied that, after careful consideration, it had been decided that at least for the present there should be no increase in the tax rate. It pointed out that the sisal industry had been recovering from the effects of low prices and that the high prices of recent years had enabled the industry to effect urgently needed renewal of machinery, plant and equipment and to carry out necessary capital developments. Moreover, there was no certainty that the present high prices for sisal would be maintained.

Groundnut scheme

Under the groundnut scheme, the Overseas Food Corporation originally proposed to bring under cultivation some 2,400,000 acres in almost uninhabited and unproductive parts of the Territory. The high hopes for the success of the scheme were not fulfilled, however, and it was decided to revise the scheme in 1949 from its original target to one of 600,000 acres. In 1950, the disappointing experience of another year's clearing and harvest resulted in a further revision and modification. The revised plan covers a period of seven years. It is proposed that farm areas be limited to 1,500 and 6,000 acres rather than units of 30,000 acres as envisaged in the original plan.

The Administering Authority regards the scheme in its modified form as capable of establishing a pattern of agriculture which will point the way to future development and contribute towards the solution of the problem of bringing unoccupied and undeveloped areas into full production, especially of food supplies. The ultimate objective of integrating the developed areas into the territorial economy, with control finally passing into the hands of the people themselves, remains unchanged.

The 1951 Visiting Mission commented that, although £32 million of the sums advanced to the Overseas Food Corporation had had to be written off, the expenditure of a large part of this money in Tanganyika had stimulated the Territory's general economic development. The efforts of the Corporation to train skilled African labour continued to be moderately successful. Moreover, practical techniques had been evolved for the efficient mechanical clearing and breaking-in of new land. In its 1951 report, the Administering Authority also stated that the immediate benefits of the scheme had been considerable: viz., the new port installations at Mtwara; the railway communications between the coast and the development areas; and the ancillary services in several "groundnut areas" including aerodromes, roads, water supplies, power stations, workshops, hospitals, schools and new townships. The drastic changes in the general plan and the curtailment of the scope of the scheme, however, had unfortunately interfered with the programme of some of its welfare aspects, including the establishment of community life. The Visiting Mission also expressed disappointment over the little progress made towards establishing the exemplary wage scales and model communities envisaged under the earlier scheme, though a start had been made with the completion of a modern and well-equipped hospital.

Agriculture and animal husbandry

Of the total land area of some 220 million acres, about 123 million acres are either potentially or presently available for agriculture. Much of this potentially agricultural land must await reclamation for its development. An estimated 40 million acres are used annually by the indigenous inhabitants for pastoral purposes, and 4,500,000 acres for crop production. The area in any one year under other than Native crops amounts to about 1,750,000 acres.

The majority of African farmers are peasant cultivators and pastoralists. Shifting cultivation is still characteristic of Native agriculture over much of the Territory with the hoe as the chief implement.

Insufficient water and the prevalence of the tsetse fly in large parts of the Territory have resulted in population pressure and overstocking in certain areas, particularly in the Mbulu and Sukumaland districts. Pressure is also severe in the Kilimanjaro and Meru areas and in the Western Usumbura Mountains, where the position has been aggravated by the former excessive alienation of land.

The stated policy of the Administering Authority aims at overcoming these problems, at improving and modernizing cultivation and animal husbandry and at increasing food production.

The Soil Conservation Service was brought up to full strength in 1951. Apart from the field work of that Service, land usage rules have been adopted by many Native Administrations throughout the Territory.

The question of soil erosion was raised in four petitions¹⁶³ before the Council at its eleventh session. Two petitioners claimed that not enough was being done to combat it. Two other petitions indicated that there was some lack of understanding and resentment of the regulations which make compulsory "tie ridging" and the terracing of hillsides.

In its observations¹⁶⁴ on these petitions, the Administering Authority stated that in recent years numerous measures had been introduced for the prevention of soil erosion, but that in certain areas they had met with active opposition from the indigenous people.

The Council adopted a resolution¹⁶⁵ on the petition from the Arusha Citizens Union¹⁶⁶ in which it recommended that the Administering Authority continue to carry out its propaganda campaign emphasizing the dangers of soil erosion and the measures employed to combat it.

Two other petitions¹⁶⁷ contained complaints regarding the compulsory measures which required African agriculturalists to maintain the fertility of their land, to plant certain food crops as insurance against the failure of others and to submit their livestock to inoculation or dipping, and which restricted the felling of trees in certain areas.

¹⁶³ T/Pet.2/124, 146, 156, T/Pet.2/R.4. For action taken by the Trusteeship Council on petition T/Pet.2/156, see resolution 490 (XI).

¹⁶⁴ T/953/Add.2.

¹⁶⁵ Resolution 484 (XI).

¹⁶⁶ T/Pet.2/146.

¹⁶⁷ T/Pet.2/146; T/Pet.2/156. For action taken by the Trusteeship Council on petition T/Pet.2/156, see resolution 490 (XI).

The Administering Authority pointed out¹⁶⁸ that these measures were directed to the benefit of the people themselves. Some of the measures were departures from traditional methods of cultivation and, while many appreciated their value and carried them out willingly, with others they were unpopular innovations. Every effort was being made, by propaganda, instruction and demonstration, to persuade the agriculturalist of the need to improve farming methods and to preserve land fertility.

The Council adopted a resolution¹⁶⁹ on the petition from the Arusha Citizens' Union in which it recommended that the Administering Authority carry out a propaganda campaign, based on the experience obtained in the Mbulu District, in favour of a selective reduction in the number of livestock in the Arusha District and, with regard to the question of forest resources, urged the petitioners to co-operate with the Administering Authority in its programme of re-afforestation.

In 1949, a Natural Resources Board was established the functions of which include the general supervision of natural resources, the examination of projects for the conservation and improvement of water supplies and soil, the making of recommendations in connexion with forest reserves, de-stocking and limitation of stock. The Council has noted with approval the enactment of the Natural Resources Ordinance and the establishment of the Soil Conservation Service.

Two of the most important rehabilitation schemes are the Sukumaland and the Mbulu development schemes. In both areas, severe population pressure had resulted from an increase in population, both human and stock, from a wasteful use of land, from the impoverishment of the soil by unsatisfactory methods of agriculture and animal husbandry and from encroachments of the tsetse fly. The aim of the Sukumaland scheme, covering an area of some 20,000 square miles and nearly one million people, is to organize a controlled re-distribution of population and stock and improvements in methods of agriculture and animal husbandry in newly-opened areas which have been cleared of the tsetse fly and provided with water. The 1951 Visiting Mission reported that, of the 9,000 square miles of Sukumaland previously unoccupied, water had been provided for 2,500 square miles. The Mission learned that one of the present weaknesses of the scheme was the lack of knowledge of the reactions of the Sukuma people and noted with interest that the question was to be studied by a social development officer. The Mission hoped that the Administering Authority would continue to carry out the Sukumaland scheme in an energetic manner and that the necessary resources would be made available.

Under the Mbulu scheme, some 600 square miles of new country had been made available by 1950 by bush clearing and the provision of water supplies. The Mission felt that the success of this scheme up to the present emphasized the desirability of obtaining the active co-operation of the inhabitants and of using government funds as a supplement to their efforts rather than as the main method of implementation. The Mission hoped that the Government would study care-

fully the methods employed there, to determine whether they could be successfully applied in other districts.

Other schemes still in their preliminary stages include a land usage scheme in the Uluguru mountain area, where over 2,000 acres of land previously alienated have reverted to African use; a programme of land expansion for the Chagga peoples which calls for almost 23,000 acres of previously alienated land to be made available, as well as the opening up of new lands; the provision of more water and the clearance of tsetse-infested bush in Masailand; the control of erosion in the Usumbura mountains; and the increase in agricultural production in the Southern Province by the introduction of improved methods and the opening up of communications. At its ninth session, the Council commended the efforts to relieve population pressure by opening up areas hitherto closed to cultivation. With respect to the Uluguru scheme, the 1951 Visiting Mission considered that the objective of keeping the majority of the Luguru tribe in the mountain area might not be wholly attainable and that, accordingly, the greatest care should be taken in any further alienation of low-lying land in the Morogoro district.

The imposition of a ten-cents per pound tax on coffee in the Chagga district to finance the five-year development plan seemed to the Mission long overdue.

In the Bukoba district, over half a million pounds are available for development purposes from the surplus funds of the Native Coffee Board. In view of the low fertility of much of this district, the diseases attacking the banana crop, and the social *malaise* among the Haya people, the Mission felt that a scheme for general development in this area should be approved without delay.

The Governor of Tanganyika subsequently informed the Council, at its eleventh session, that a development plan for this area had been launched.

Experiments in mechanized cultivation are being carried out in several areas. The Visiting Mission noted that these developments were all on a pilot scale, and considered that, as soon as satisfactory methods were evolved, it was essential that every encouragement to further mechanization should be given by the Tanganyika Government.

A scheme to assist in the improvement of indigenous agriculture is the provision made for training an increasing number of agricultural instructors at the Ukiriguru Agricultural Training School and the new Agricultural and Natural Resources School at Tengeru now under construction.

Apart from the rehabilitation schemes by which overstocking and overgrazing of certain areas is relieved, the main efforts of the Veterinary Science and Animal Husbandry Department are directed toward the development of properly organized marketing schemes and improvements in stock and feeding. Demonstration farms have been established to demonstrate improved methods of livestock breeding and management and also to improve the local stock by breeding and the sale of improved strains. Instructors are trained at the Veterinary Training School at Mpwapwa and further training facilities will be provided at the Agricultural and Natural Resources School being built at Tengeru. Various research and experimental schemes are in progress.

¹⁶⁸ T/953/Add.2.

¹⁶⁹ Resolution 484 (XI).

The Mission felt that the existence of the many development schemes showed a promising state of affairs, but noted that many regions were not covered. In most of the areas affected by the present schemes, the co-operation of the African was not very active and the close supervision of European officials was required. The scope of the problem was enormous, and obviously a much greater capital investment would be required if large areas of land now tsetse-infested and insufficiently watered were to be brought into production and if the possibilities of mechanization were to be fully exploited. A similar observation was made by the 1948 Visiting Mission, which felt that more technicians and facilities should be made available to broaden and intensify agricultural development.

At its ninth session, the Council expressed the hope that the Administering Authority would further strengthen the agricultural services, particularly those bringing directly to the farmer benefits of scientific experimentation and improved agricultural methods.

The Administering Authority stated in its 1951 report that it fully shared the view that the improvement of African agricultural methods was of great importance; this could be seen from the information given in its annual report on improvement in cultivation methods. The agricultural services of the Territory were continually being strengthened, as was the development of scientific experimentation and research.

The 1951 Visiting Mission considered that the Administering Authority had undertaken praiseworthy initial efforts in its attempt to improve African agriculture and animal husbandry. It was convinced that the most satisfactory method of dealing with this problem was in the form of general development schemes for particular areas. Except where the effects of bad methods of land utilization and of soil erosion were most serious, this need not necessarily require a large contribution from development funds. It appeared to the Mission that African co-operation was best assured if funds were made available to districts to supplement their own self-help. In many respects, the most satisfactory development seen by the Mission was in the Pare district, where no development scheme as such existed, and where very little in the way of government funds was available. The presence of a few officials actively interested in the social development of the tribe and the implementation of a campaign of mass literacy had had the effect of stimulating the interest of the local population in improved methods of land utilization. The Mission felt that an additional allocation of staff and funds to this district would be amply repaid.

In its observations on the Mission's report, the Administering Authority fully endorsed the Mission's views regarding the importance of obtaining the active co-operation of the people and of using government resources to supplement their efforts rather than as the main method of implementation. It also shared the view that, as a rule, the most satisfactory method of promoting improvement in African agriculture and animal husbandry was by general development schemes for the areas concerned. The Mission's suggestion regarding the provision of more assistance for the scheme in the Pare district would be examined.

At its eleventh session, the Council adopted the following recommendation:

The Council approves the emphasis placed by the Administering Authority on self-sufficiency in food supplies; follows with interest the experiments in mechanized cultivation being carried out in several areas and the progress made in the mechanized cultivation of rice; recommends that as soon as satisfactory methods are evolved, the Administration give every encouragement to further mechanization and that it continue to increase its efforts to improve African agriculture and animal husbandry.

Agricultural credit

Two sources are open for obtaining agricultural credit. The establishment of the Land Bank in 1949 was noted with approval by the Council at its sixth session. The Local Development Loan Fund was established with an initial capital of £50,000, with the object of making financial credit available for schemes for the improvement of peasant agricultural production among Africans and Arabs. Normally, loans are made to Native Authorities, but may be made in approved cases to individual African cultivators. The 1951 Visiting Mission found, however, that difficulty was experienced by individual Africans in obtaining credit. Few, if any, of them enjoyed a security of land tenure which would qualify them for loans from the Land Bank; and the guarantee of the Local Native Authority which was required for Africans to obtain credit from the Local Development Loan Fund was rarely given. The Mission considered that an improvement in the situation seemed urgently required. The best means of obtaining it appeared to be through a more satisfactory system of land tenure for Africans, the development of which was one of the tasks of the Land Utilization Board. Nevertheless, the Mission considered that the Government should seek other ways of improving credit facilities for African farmers. The Administering Authority stated that this suggestion would receive careful consideration.

Two petitions¹⁷⁰ before the Council at its eleventh session also complained that African peasant farmers encountered difficulties in obtaining loans of capital to increase their production because of their inability to provide security. One petitioner suggested that Native Treasury funds should be used for purchasing agricultural machinery which would be made available for hire by Africans to increase their yield of crops. If this were not feasible, it was suggested that part of the poll tax revenue be loaned temporarily for this purpose.

In its observations¹⁷¹ on these petitions, the Administering Authority indicated the sources from which Africans might obtain credit. It did not doubt that many Africans would welcome the idea of a wide extension of loans, but there was a limit to the money which could be made available and adequate care and safeguards were needed in the use of public funds for such purposes. Some form of security was a necessary provision of any properly conducted credit system, and might be provided by the agriculturalists themselves or by their Native administrations.

¹⁷⁰ T/Pet.2/120; T/Pet.2/150. For action taken by the Trusteeship Council on petition T/Pet.2/150, see resolution 486 (XI).

¹⁷¹ T/953/Add.4.

Marketing of agricultural products; co-operatives

In 1951, out of 138 registered co-operative societies with a total membership of 105,762,126 were primarily devoted to marketing produce, to supplying agricultural requisites, to providing storage accommodation and, to a lesser extent, to processing.

The whole of the Moshi coffee crop is sold to the Ministry of Food, the average price paid by the Ministry being £297 per ton; the 1951 Visiting Mission commented that this was considerably less than the world market price of approximately £450 per ton. Of the Bukoba coffee crop, 4,700 tons were sold to the Ministry of Food, the balance being auctioned on the Mombasa market. The Bukoba crop in 1950 amounted to 8,045 tons, valued at £1,580,000. The Bukoba producers, the Mission commented, had thus benefited to a greater extent from the sharp increases in coffee prices. Nevertheless, the price paid was lower than that paid to producers in Ruanda-Urundi, for instance, and a great deal of dissatisfaction had been caused among the Haya. The Mission stated that this dissatisfaction was the more pronounced because the preliminary payment to growers had been smaller than that justified by the final sale price and because, prior to the founding of the Co-operative Union, there existed no mechanism for a second payment. Surplus balances had accrued which, until the 1947-1948 season, were paid into the general territorial Agricultural Development Fund. Since then, the rate at which these balances had accrued had increased considerably, and at the time of the Mission's visit they were estimated at £1 million. Recently it had been decided that one-half of this sum would go into a stabilization fund and that the other half would be used for development purposes. The Mission was informed that the fund was not large enough to operate as a true stabilization fund, and that no continuing arrangement had yet been made to build it up. In future, larger payments would be made to growers but a coffee "cess" would be levied for the benefit of the Native Treasury ranging from a rate of 7.5 per cent at the present price down to zero if the price were to fall far enough.

The Mission approved in principle the setting aside of a reasonable proportion of the proceeds of valuable export crops for stabilization purposes and for general development. It considered, however, that the coffee growers of the Bukoba district had cause for complaint in the delay in deciding what to do with surplus funds. With respect to the contracts between the various selling agencies for African exports and the Ministry of Food, the Mission noted that these bodies were free agents, but that in some cases their decisions to accept the security of long-term Ministry of Food contracts had prevented them from obtaining the full benefit of rising world prices, even though the Ministry of Food had agreed in several instances to increases in the contract price.

In its observations on the Mission's report, the Administering Authority stated that further consideration had been given to the disposal of the surplus funds held by the Bukoba Native Coffee Board; it had been provisionally decided that they should be allocated in approximately equal shares to the co-operative societies, to the Native Administration for the district development scheme, and to a price assistance fund.

Details were being discussed with the people. It was admitted that the producers had had some cause for complaint on account of delay in the final disposition of the surplus funds, but with the arrangements now in operation there should be no such difficulties in future.

With regard to the general question of prices on long-term contracts, the Ministry of Food had not only agreed to increases in the contract prices for future sales but had also paid a bonus on previous sales.

Three petitions¹⁷² before the Council at its eleventh session from the Bukoba area complained that inadequate prices were paid for coffee to African cultivators, that trade in the produce was monopolized by non-Africans, especially Indians, who received a higher commission than African traders, and that the African producers were not permitted to sell their produce freely through their co-operative societies wherever the highest prices prevailed. It was stated, in particular, that the African co-operative societies were prevented from selling their coffee in Ruanda-Urundi and Uganda, where the price was comparatively high, and that as a result profits were being made by smuggling coffee from Tanganyika into these Territories.

In its observations¹⁷³ on these petitions, the Administering Authority referred to the Bukoba Coffee Board, which markets coffee through the co-operative societies and approved agencies. It was true that smugglers and "black marketeers" had been active in the district, but it was hoped that the increased official prices now being paid would reduce the temptation to sell otherwise than through the co-operative societies and approved agencies. As the co-operative societies handled more and more of the total crops, it might be expected that the large number of licensed traders would disappear. In any case, the fact that of the total of 600 licensed traders 400 were Africans did not support the allegation that the indigenous people were refused a share in the trade in the cash crops of their own country.

The Council at its ninth session, noting with satisfaction the increase in the number of co-operative societies, and the financial provision for the proposed Inter-Territorial Training Centre for Co-operative Staffs, hoped that the Administering Authority would continue to encourage this development, particularly by increasing the facilities for training Africans in the principles and techniques of co-operative enterprise.

The Administering Authority stated that the co-operative movement was continuing to expand and develop, and that it attached much importance to its encouragement and to the training of Africans in co-operative enterprise. The co-operative training centre would start work early in 1952.

At its eleventh session, the Council adopted the following recommendations:

The Council, noting the success achieved by co-operatives, particularly by the Kilimanjaro Native Co-operative Union Ltd., and considering that co-operatives are the most effective way in which Africans can compete in trade at the present time, expresses the

¹⁷² T/Pet.2/148, T/Pet.2/154, T/Pet.2/R.2. For action taken by the Trusteeship Council on petitions T/Pet.2/148 and 154, see resolutions 485 (XI) and 488 (XI).

¹⁷³ T/953/Add.4.

hope that the Administering Authority will continue its encouragement of co-operatives and will expand the part played by these institutions in the general economy of the Territory.

The Council, noting the view of the Visiting Mission that indigenous local producers of export crops should fully benefit from rising world prices, recommends that long-term contracts between the marketing co-operatives and the Ministry of Food should be kept under constant review.

Land tenure and land alienation

It is not possible to estimate accurately the total area of land used by the indigenous population, because of the practice of shifting cultivation. The total area in 1951 of land alienated to non-Africans amounted to 3,569 square miles. Of this total, 1,486 square miles were held on freehold and 2,083 square miles on rights of occupancy, mainly on ninety-nine year leaseholds. This total is about 1 per cent of the total land area of the Territory. The Administering Authority informed the 1951 Visiting Mission that it was extremely doubtful that this percentage would ever become as high as 10 per cent. It was estimated that it would be possible to provide land for only some 500 additional non-African farmers in the next few years. The 1948 Visiting Mission observed that the relative significance of non-indigenous alienation was shown by the great proportion of the land area which was unproductive. In 1951, the land area was distributed approximately in the following categories:

	Square miles
Arable land under cultivation.....	9,800
Forests, savanna scrub, mangroves, etc.....	150,000
Pastures (actual grazing areas).....	67,000
Mineral areas under development.....	3,276
Unoccupied, and undeveloped because of the tsetse fly or lack of water, plus townships, minor settlements, villages, etc.	113,736

The Administering Authority pointed out that the 99 per cent of land which remained unalienated to non-Natives could provide living space for the present African population at an average density of not more than thirty-six per square mile, even if allowance was made for mountain areas, forest reserves and other land not available for settlement. It concluded that there was clearly no question of land alienation being on such a scale as to be detrimental to the interests of the indigenous population generally.

In considering the policy of the Administering Authority in allowing non-indigenous alienation of land, the 1948 Visiting Mission expressed the view that colonization should be curtailed and the strictest control exercised to keep it at the barest minimum consistent with the development of the Territory and the present and long-range needs and interests of the African inhabitants. The Administering Authority replied that the present and future interests of the African inhabitants would be fully preserved and protected, but the fact remained that there were large areas of the Territory which were capable of development within a measurable time only by non-indigenous effort. Non-indigenous agriculture had hitherto made a most important contribution to the wealth and productive capacity of the Territory, and must continue to do so for many years to come.

The 1951 Visiting Mission found that, although this policy of alienation continued to be pursued by the Administering Authority, the scope and emphasis had altered considerably since the visit of the 1948 Mission. It was informed by government officials that the emphasis had changed from one of settlement to one of land utilization, with the definite object of making the best possible use of the land and increasing the production of foodstuffs. A much more active part was being played by the Government in reviewing the land resources of the Territory to determine what proportion of the land might properly be regarded as surplus to African tribal requirements. Land available for agricultural or pastoral development was no longer auctioned, but was granted to individuals or companies after a careful selection. Such land was granted under rights of occupancy for a maximum term of ninety-nine years, subject to definite conditions of development.

A Land Utilization Board had replaced the former Land Settlement Board, and provincial land utilization committees of varying compositions had been set up to advise the Board.

The Mission considered that there was some justification for the complaints made to it that there was insufficient African representation on the Board and on the provincial committees. In its observations on the Mission's report, the Administering Authority stated that consideration would be given to increasing African representation on these bodies.

The terms of reference of the Board included, *inter alia*, the submission of recommendations for the encouragement and development of a suitable and stable system of land tenure for Africans. It appeared that the Board's principal functions up to the present had been the selection of areas in the Territory which could be set aside under rights of occupancy, and the selection of candidates for these areas. Such candidates need not necessarily be non-Africans, but the Mission was informed that up to the present only one or two Africans, in the Iringa District, had been granted land under rights of occupancy.

The Mission noted that almost all ex-enemy property proposed for re-alienation had been allocated. Apart from this, the additional land issued under rights of occupancy amounted to 42,975 acres in 1948, 71,959 acres in 1949 and 124,368 acres in 1950. This last figure includes 44,000 acres made available for the Colonial Development Corporation Wattle Scheme, but none of the figures take account of the land granted to the Overseas Food Corporation.

The most marked examples of land shortage occur in the area surrounding Mounts Kilimanjaro and Meru, where the problem arose initially — largely because of excessive alienation under the German régime and re-alienation under the Mandate.

A Commission appointed in 1946 to examine the land problem in these areas considered that any wholesale redistribution of tribal and alienated lands was not practicable but, as a short-term remedy, it recommended that certain ex-enemy, mission and other alienated lands should be handed over to the congested indigenous population. The long-term solution proposed was the development of the lower and contiguous areas.

The Chagga, who had previously petitioned the Trusteeship Council, were reasonably satisfied with this settlement as finally amended, but the Chagga Council in a petition¹⁷⁴ stated that the needs of the African inhabitants must have priority; as a result of their previous petition, some of the alienated lands had reverted to the Chagga, but little or nothing had been done to develop the lower areas, and they asked that the Government should accelerate its efforts to provide water, roads, dispensaries, schools and other necessary facilities, and also to eradicate the tsetse fly.

In its observations¹⁷⁵ on the Chagga petition, the Administering Authority pointed out that development had been retarded owing to difficulties in ensuring adequate water supplies. The Administration shared the anxiety to develop the lower areas as soon as possible.

One recommendation of the Commission contemplated the alienation of an area of land held by Africans to the north of Mount Meru into one homogeneous block of non-African settlement. It was proposed that members of the Meru tribe in that area should be compensated for their loss by a money payment, the reversion of certain alienated farms and the development of additional areas elsewhere. Ex-enemy farms, other than those scheduled to be handed over to the indigenous population, were recommended for reallocation.

The tribes in the Arusha district, the Visiting Mission considered, seemed less satisfied than the Chagga with the arrangements made. The Meru tribe was to receive an area of approximately 10,900 acres. It was also proposed to transfer some 360 families from two areas to form part of the homogeneous non-indigenous block to be used as an infection-free, compulsory dipping area for cattle ranching. The transfer was not to take place, however, until the new areas had been properly developed.

At Arusha, the Mission was informed that compensation to Africans who would be moved had been assessed with some difficulty, owing to their non-cooperative attitude. The distance which the Meru were to be moved did not exceed thirty-five miles, and arrangements were in hand for the transport of heavy domestic goods and crops to the re-settlement area, and for accommodating the people until they had built their own grass huts.

At Arusha, the Mission met with people of the Meru tribe. A petition¹⁷⁶ from the elders of the tribe requested that their lands be increased by the addition of farm plots not yet alienated, and that no new lands be alienated in future lest their children should have nowhere to live. Two other petitions¹⁷⁷ submitted by individual members of the tribe, claiming to speak on behalf of the 3,000 Meru families in the area, complained in detailed terms against the intention of moving the Meru away from the Ngare-Nanyuki area. The Mission felt that, although there were good practical reasons for the recommendations for the removal of these people, the removal of any land from actual occu-

pation by Africans in this heavily congested area was open to question and warranted the serious attention of the Trusteeship Council, particularly if any pressure was brought to bear on the Africans concerned. In this connexion, the Mission recalled the explanations given by the Government to the previous Mission and to the Council that, if any land was approved for alienation, the Africans then occupying it would be given the option of remaining or of removing to any other area they wished.

In its observations¹⁷⁸ on these petitions, the Administering Authority commented that the petitioners did not represent the Wa-Meru tribe and could claim only to express the views of the 312 taxpayers living in the Ngare-Nanyuki area. No protests had been made against their being moved until recently; in the meantime, other parts of the plan had been put into operation and new lands acquired and developed. The Wa-Meru would be fully refunded the price paid by them for the two former German farms, they would receive their new lands free of cost, and the families being moved would be given compensation for disturbance, free transport and assistance in establishing themselves in the new area.

The representative of the Administering Authority stated that the land from which the petitioners had been moved and which was to be made available for a cattle-ranching scheme, had already been allocated to thirteen individual applicants, and such allocations had been made before the Standing Committee on Petitions had requested information on the matter.

In its observations on the Mission's report, the Administering Authority indicated that the move had been completed without undue incident. It was regretted that there should have been any necessity to bring pressure to bear but, in the circumstances, its justification could hardly be in doubt. Apart from "good practical reasons", had the people concerned been required to move from their ancestral lands it would have been a different matter. Until recent years, there was no African settlement and it was to ex-German farms bought in 1925 and 1931 that African migration had taken place. The "explanations" to which the Mission referred reflected the Administration's policy in respect of applications for the alienation of traditionally occupied tribal lands.

The representatives of the petitioners, in their oral presentations to the Council, stated that the Administering Authority had drawn up a scheme for the alienation of the tribal lands of the "Northern Meru Reserve" to non-Native settlers. The 3,000 Wa-Meru living there had been compelled by force to vacate these lands, and, in the course of the enforced removal, houses, food-stuffs and livestock had been destroyed and twenty persons arrested and imprisoned. Despite the fact that petitions had been sent to the Trusteeship Council and that the Council had announced its intention to consider the question, the Administering Authority had proceeded to implement its scheme for the alienation of these tribal lands without waiting for the Council's decision and, on 15 June 1952, two of the thirteen units into which the area was to be divided under the new scheme had been granted to successful applicants.

¹⁷⁴ T/Pet.2/137. For action taken by the Trusteeship Council on this petition, see resolution 482 (XI).

¹⁷⁵ T/953/Add.2.

¹⁷⁶ T/Pet.2/142.

¹⁷⁷ T/Pet.2/99/Add. 1-6, T/Pet.2/143.

¹⁷⁸ T/953.

The representatives of the petitioners stated that, with regard to the refunding of the price paid for the two farms, the price paid for them between 1925 and 1939 was very much less than the value of the land at the present time or than the amount which might be obtained by the Wa-Meru should the farms be sold in the open market. The land in the area where it was proposed that the evicted Wa-Meru should settle held little promise of fertility, and it was doubtful if the Wa-Meru could live there without changing their whole system of economy; it had not been settled by the tribe because previous attempts to do so had revealed the presence of the tsetse fly in the area.

The principal interest of the Wa-Meru, however, was not in the matter of compensation but in remaining on the lands to which they considered themselves to be attached by religious, traditional and sentimental ties. The Wa-Meru would not refuse to co-operate in any scheme genuinely designed to relieve congestion of the Native population or to develop the resources of the Territory in the interests of all its inhabitants, but they were not convinced of the merits of this particular scheme of land re-distribution, and the method and timing of its enforcement had provoked bitter and perhaps long-lasting resentment.

In its resolution ¹⁷⁹ on these petitions, the Council regretted that the Administering Authority should have found it necessary to move any of the Meru people from land on which they had settled, and that a process of forcible eviction had been found necessary in the course of which damage and loss had been suffered by members of the Meru people. While recognizing that the movement in question formed part of a larger scheme already in an advanced stage of implementation which was advantageous to the majority of the indigenous inhabitants of the Arusha-Moshi area, in that it had already provided for tribal occupation a great area of previously alienated land and would open up further under-developed lands for tribal expansion, the Council nevertheless considered that the Administering Authority should be guided in future schemes by the principle that African communities settled on the land should not be moved to other areas unless a clear expression of their collective consent had been obtained.

The Council urged the Administering Authority (a) to do all in its power to relieve the hardships suffered by families of the Meru people required to move from the area in question; (b) to grant compensation to the families affected for the loss of land, huts and other property, as well as for disturbance, on a generous scale, as a means to help overcome the resentment which had arisen; (c) to continue to make available to the families affected assistance in resettlement in the new area and, in particular, to assist them in building new huts and by undertaking further efforts to eradicate the tsetse fly. It further recommended that the Administering Authority (a) should intensify its educational campaign to convince the Meru people of the desirability of reducing congestion in the tribal area by movement to the new expansion areas; and (b) as a further effort to direct the activities of the Meru people into constructive channels, should draw up and put into effect a plan for community development and

welfare. The Council expressed the hope that the Administering Authority would continue to take all practicable measures to make adequate provision for the increasing numbers of the Wa-Meru tribe, and to afford relief to congestion on occupied tribal land, by opening up and developing new lands for both cultivation and grazing, and requested the Administering Authority to keep the Council fully informed of any further developments in the matter of resettlement in the Arusha District.

As regards the Arusha tribe, the Visiting Mission had reported that it was not proposed to make available to them any ex-enemy or other alienated land, but merely to improve means of access to the lower expansion areas. Representatives of the Arusha tribe in their petitions ¹⁸⁰ stated that the area at its disposal had already been reduced several times by periodic expansion of the Arusha township. The tribe was ringed around by a belt of European settlement and the land outside this belt was too dry for an agricultural tribe like the Arusha.

In its observations ¹⁸¹ on these petitions, the Administering Authority stated that the Arusha township had been reduced to one-quarter of its original size, and no new expansion would be considered until the fullest possible use had been made of the area available within the township borders. It was true that Africans were moved during 1930, but they suffered no hardship and all received compensation and payment for disturbance. In every case alternative land was provided.

The whole question of land in this area and in the neighbouring Pare and Lushoto districts was very difficult, the Mission felt. It was told by the Governor that the population in these mountain areas was believed to be increasing at a rate of 2.5 per cent annually. The Governor pointed out that, even if all the alienated land in the area were to be handed over to Africans, it would at best be a palliative; as Tanganyika developed, many of the tribesmen would undoubtedly seek stable employment in government service and industry. The Government had spent, or was about to spend, some £43,000 in the acquisition of farms for African use, and had spent £22,000 in opening up an area of 46,000 acres which was already available for African occupation. Nevertheless, it was estimated that there were some 7,000 landless Chagga, although there were believed to be many members of the tribe with large holdings. More extensive methods to develop the low-lying lands were required. To this end, the Government was having a detailed survey made of the Pangani River Basin, which drained the whole area in question.

The Mission agreed that the problem of population pressure in the Arusha-Moshi area was one which could not in the long run be solved in terms of land alone, and that the compulsory acquisition and re-allocation to Africans of all alienated land in the vicinity would withdraw an area from efficient production without providing a permanent solution. Nevertheless, the Mission considered that the Administering Authority should energetically press on with its scheme for

¹⁸⁰ T/Pet.2/144; T/Pet.2/146. For action taken by the Trusteeship Council on these petitions, see resolutions 483 (XI) and 484 (XI) respectively.

¹⁸¹ T/953/Add.2.

¹⁷⁹ Resolution 468 (XI).

developing the expansion areas, and that it should exercise the greatest caution with respect to any future alienation of land in the area to non-Africans, if not prohibit it entirely.

In another area of the Territory, the Rungwe district, the Pakati Rural African Council, in a petition,¹⁸² complained that, although the district was thickly populated and thousands of the inhabitants had to seek temporary employment elsewhere, the Government was allowing the alienation of land, and that the original freehold land which had been granted by the Germans to religious missions was being resold to settlers. The Mission found these complaints to be without serious foundation. There was a grave danger of soil erosion in this highly populated district and because of the great distances and poor communications it was difficult to find suitable crops for African cultivation. There had been no new alienation of land for twenty years, however; the amount alienated was thirteen square miles out of a total area of 1,800 square miles, although 1,000 acres of tea estates had been reallocated to the Tanganyika Tea Company in 1949. About 1,500 acres of land were being made available by the local Moravian mission for settlement by Africans, with supervision to ensure proper agricultural methods. The main need of this district seemed to be a major development plan. The Administering Authority in its observations¹⁸³ stated that 6,700 acres formerly held by German missions had reverted to the Government and that the question of final disposition was under consideration.

On the more general aspects of the Government's land policy, the Visiting Mission received a large number of complaints¹⁸⁴ and other representations from Africans indicating a considerable amount of suspicion and alarm over the land question, and requesting that alienation be curtailed and that priority be given to the present and future needs of Africans. They complained that under the land legislation precise rights of tenure existed only for freehold and leasehold land, whereas the remainder of the Territory was public land legally under the control of the Governor as a trustee for the African population of the Territory. The African Association and others complained that land was being taken away from Africans without sufficient compensation, and that the maximum term of the rights of occupancy granted to non-African settlers, which was extended in 1949 from thirty-three to ninety-nine years, was too long and that these long-term leases were granted to settlers without proper consideration for the interests of the indigenous inhabitants. They contrasted the small compensation paid to them when their land was acquired with the very large sums, paid to Europeans whose estates had recently been compulsorily acquired in more heavily settled areas. A petition¹⁸⁵ from a number of Arabs and Africans claimed that land which had been owned by their families for many generations had been taken by the Govern-

ment for housing purposes and that they had received compensation merely for the trees on the land.

The terms of reference of the Land Utilization Board included the encouragement of the development of a suitable system of land tenure for Africans. The Mission considered that this aspect of the Board's work should be pursued without delay.

The Administering Authority, in its observations¹⁸⁶ on the petitions, remarked that in suggesting that the individual rights of African land holders under the indigenous system of land tenure be replaced by freehold rights, the petitioners did not seem to be fully aware of the implications. It was by no means impossible for Africans to obtain long leases of land and, apart from the difficulties arising from recognized traditional systems of land tenure, no obstacles were placed in their way of doing so. However, few Africans had shown a desire to obtain rights of occupancy. Generally, the circumstances in which it would be to their advantage to do so were exceptional since these rights, titles and interest were adequately safeguarded by tribal law. The payment of rent and the other conditions which might be imposed on the holder of a right of occupancy did not arise. Nevertheless, every encouragement was being given to Africans to farm on a more permanent basis and a number of "farms" of a size (fifty acres) which it was hoped would attract progressive African agriculturalists were being offered on normal rights of occupancy under the Land Tenure Ordinance.

To some extent, the attitude of suspicion and alarm mentioned seemed to be associated with the fear that a considerable European settlement might lead to the European settlers acquiring a predominant political position.¹⁸⁷ If the new constitutional proposals were adopted, the Mission suggested that this fear might abate and the Africans might be prepared to consider settlement schemes on their intrinsic merits. The Mission realized the necessity for taking appropriate measures for economic development in the shortest possible time and that in present circumstances a reasonable amount of private capital must be attracted to the Territory. Moreover, the Mission agreed that there was no over-all shortage of land in the Territory. Nevertheless, it was struck by the fact that most of the alienated land it saw was of good quality and situated in areas enjoying a good climate and rainfall. It was told that, in general, such conditions were essential for successful non-African settlement by individual farmers. The amount of such land still available was limited and, while much of it might be surplus to present African requirements, proposals to alienate it for as long as ninety-nine years must be considered with the greatest caution, in the light not only of the prospective increase in the African population, but also of the expected improvements in African agricultural methods. The Mission therefore considered that the Administering Authority and the Trusteeship Council should watch developments in this field with close attention.

The Mission felt that, as Tanganyika developed, Africans might be expected to participate more widely in the diversified economy of the Territory. The fact that

¹⁸² T/Pet.2/113.

¹⁸³ T/953/Add.2.

¹⁸⁴ T/Pet.2/103, 111, 113, 119, 120, 123, 137, 142, 143, 144, 147, 148, 154, 156. For action taken by the Trusteeship Council on petitions T/Pet.2/119, 137, 144, 148, 154 and 156, see resolutions 474 (XI), 482 (XI), 483 (XI), 485 (XI), 488 (XI) and 490 (XI) respectively.

¹⁸⁵ T/Pet.2/119.

¹⁸⁶ T/953/Add.4.

¹⁸⁷ T/Pet.2/123, T/Pet.2/103.

this development had begun and might be expected to increase would not, however, justify any lack of concern for the land problems of the indigenous inhabitants, or for improving their agricultural methods.

In its observations¹⁸⁸ on the petitions, the Administering Authority stated that the suggestion that land alienation had taken place and was taking place on such a scale as to prejudice the rights and interests of the Africans was not only untrue, but in direct contradiction of declared and practised policy. Land was alienated only where it would not endanger the present or foreseeable rights and interests of the indigenous population, and where utilization of at present unoccupied or undeveloped land would contribute to the Territory's economic advancement. Redistribution of land was taking place in accordance with the recommendations of the Arusha-Moshi Land Commission, but the indigenous inhabitants derived considerable benefit from this redistribution through the availability of better land and the assistance given to establish them in new holdings. The amount given as compensation depended on the nature of the rights an individual possessed over land. In case of freehold, the owner could claim full value, but in the case of tribal tenure, the occupier's compensation would only reflect the loss of usufructory rights as well as compensation for disturbance and for improvements to the land.

The Council adopted a resolution¹⁸⁹ on the petition from Mr. Abdul-Bary Muhammed Diwan and others¹⁹⁰ in which it expressed the hope that a survey of the land claimed by the petitioners would be speedily carried out. In a resolution¹⁹¹ on the petition from the Waarusha,¹⁹² it recommended that the Administering Authority take steps to ensure that the local population was informed of the purposes of any future land surveys and of any landmarks used in that connexion.

In its observations on the Mission's report, the Administering Authority fully acknowledged its responsibility for observing the necessary caution in considering proposals for long-term alienation, and for ensuring that the land problems of the Africans and the need for improving their agricultural methods received full consideration.

The Mission also received complaints¹⁹³ from Asians to the effect that preference was given to Europeans in the allocation of ex-enemy estates and other leasehold land. The Mission received a detailed account from an Asian petitioner¹⁹⁴ on the allocation of the sisal estates in 1950 and 1951 by the Land Settlement Board (later the Land Utilization Board) on the basis of individual selections rather than by auction. The Mission commented that it had no reason to suppose that the allocation was decided except on objective grounds.

The Mission drew attention to the fact that the Government had established, at Morogoro and Kilosa,

¹⁸⁸ T/953/Add. 1 to 4.

¹⁸⁹ Resolution 474 (XI).

¹⁹⁰ T/Pet.2/119.

¹⁹¹ Resolution 483 (XI).

¹⁹² T/Pet.2/144.

¹⁹³ T/Pet.2/116. For action taken by the Trusteeship Council on this petition, see resolution 473 (XI).

¹⁹⁴ T/Pet.2/128. For action taken by the Council on this petition, see resolution 478 (XI).

schemes by means of which a small number of Asians were being placed on the land as individual farmers.

In its observations¹⁹⁵ on petitions the Administering Authority stated that in this matter no racial discrimination existed and that generally Asians had not shown themselves interested in agricultural activities.

At its eleventh session the Council adopted the following recommendation:

The Council notes with approval the intention of the Administering Authority to strengthen African representation on the Land Utilization Board and expresses the hope that this intention will soon be implemented in a liberal manner. The Council, considering the view of the Visiting Mission, recommends that the Land Utilization Board pursue without delay the formulation of recommendations for the encouragement and development of a suitable and secure system of land tenure for Africans, taking into account, when available, any recommendations that may be formulated by the Council's Committee on Rural Economic Development.

Forests

The ready market for exports and the heavy local demands for timber have stimulated interest in the exploitation of the forestry resources. At the end of 1951, there were thirty-nine forest concessions in operation covering a total area of approximately 44,200 square miles.

One of the Territory's most valuable timber reserves is in the Rondo Plateau area. In 1949, a concession was granted under which the concessionaires will, in lieu of royalties, pay the Government a sum equal to 50 per cent of the net profits accruing from the exploitation of timber and other forest products in the area.

The Njombe wattle scheme, undertaken by the Colonial Development Corporation, covers an area of 43,000 acres made available on a right of occupancy. It is proposed to plant some 30,000 acres of wattle by 1955, and to establish a factory for the extraction of tannin from wattle bark. By the end of 1951, 13,000 acres had been cleared and about 5,000 acres planted. The Administering Authority states that the scheme meets the long-felt need of a local demand for labour under good working conditions, and also provides an opportunity for Africans to participate in the scheme by planting wattle on their own.

Manufacturing industries and commerce

Industrial development in the Territory is still in a very early stage; most of the industries are concerned with the processing of raw materials such as the decortication of sisal, the ginning of cotton and the milling of rice, flour, sugar and timber. In addition to a meat packing factory in which the Government holds 51 per cent of the shares, a paint factory, canning works, a second brewery at Dar-es-Salaam and a large cement works have been or are about to be established. The Moshi area has a tannery and leather works and a textile and printing factory. A certain quantity of soap, leather goods, bricks, tiles, boots and shoes and furniture are made, but they are largely absorbed in the local market.

¹⁹⁵ T/953/Add.2.

Indigenous industrial activities are confined to the processing and marketing of primary produce, organized largely on a co-operative basis.

The need for the establishment of secondary industries in the Territory had been commented on by the Council at previous sessions. The 1951 Visiting Mission, noting the very poor selection of goods available in the rural trading stations, recalled the recommendation of the 1948 Mission that secondary industries might be established to produce such goods within Tanganyika itself. The Administering Authority has stated that it was the accepted policy to establish local industries based on local resources to produce consumer goods for the population and that secondary industries were encouraged by the provisions of the Income Tax Ordinance and the admittance free of import duty of manufacturing machinery and articles for building purposes.

Retail trading, except in a few areas, is almost entirely in the hands of Asians, and the Visiting Mission received numerous complaints from Africans who alleged that they did not always receive satisfactory treatment from these traders, especially those who bought their primary produce, and that when Africans wished to set themselves up in trade they were unable to find the necessary funds. An additional reason, the Mission commented, was that the African was as yet unable to compete either in experience or business acumen with the more experienced Asian trader. The Administering Authority, the Mission felt, should keep the matter under review to see whether better methods of granting credit to Africans and establishing them in trade could be evolved.

In its 1951 report, the Administering Authority indicated that the possibility of providing assistance to Africans in commercial or industrial activities was under consideration.

Minerals

The most important economic activity of the Territory, apart from agriculture and animal husbandry, is that of mining. The principal minerals exploited at present are diamonds, gold, tin ore, salt and mica, while a wide range of other minerals are mined in a smaller way. Among the minerals not yet exploited, but of which large deposits are known to exist, are lead, titaniferous magnetite, iron ore, coal and tungsten.

The most profitable mining activity at present is at the diamond mines near Shinyanga though exports were severely curtailed during 1950 and 1951 due to a dispute between the principal producer, Williamson's Diamonds Limited, and the overseas buyers. The value of exports in 1949 was £1,010,000, and in 1951 about £86,749. Gold production in 1950 and 1951 was of greater value than any other mineral, the export values being £824,047 and £847,832 (provisional) respectively, though the 1951 Visiting Mission was informed that the industry was operating under rising costs and with a very small and declining margin of profit.

The Colonial Development Corporation is investigating the coal deposits in the Ruhuhu area. The Administering Authority reported in 1951 that the deposits contained sufficient coal of fair quality to meet the total East African requirements for many years and to permit the exploitation of the large iron ore

deposits at Liganga by a special process shown to be technically feasible. The question of rail and road communications, which would be necessary if these mineral fields were to be worked, was under consideration.

In 1951, there were 2,134 titles registered under the Mining Ordinance, 1929, authorizing prospecting or mining over a total area of approximately 3,267 square miles.

The 1948 Visiting Mission emphasized the need for ensuring that the Territory secured an adequate return from the exploitation of its mineral resources and, at its sixth session, the Council asked the Administering Authority for details and statistics of direct and indirect revenue from all sources accruing to the Territory's budget in respect of the chief minerals exploited.

The Administering Authority stated that it fully appreciated the importance of ensuring a fair return from the exploitation of the Territory's mineral resources and it was satisfied that the Territory was receiving an adequate return. It pointed out the difficulty, however, of arriving at any satisfactory estimate of the indirect revenue from mining operations accruing to the Territory's budget.

The 1951 Visiting Mission, in view of the interest of the Council in the matter, sought information on the royalties obtained by the Tanganyika Government from mining operations and also on the control exercised to ensure that the operations were carried out in the best interests of the Territory. Figures were supplied to show that some £140,000 in royalties fell due in 1950 — the greater part of them coming from diamond production — and, when income tax paid by Williamson's Diamonds Ltd. was added to royalties, total taxes from that company amounted to 14 shillings in each pound of its profits. The Mission was informed that the Government had an agreement with that Company whereby control over it should not be transferred without the consent of the Tanganyika Government.

One petition¹⁹⁶ before the Council at its eleventh session contained a statement that the mineral wealth of the Territory should be exploited by Africans for the welfare of their country and should not be in the hands of individual foreigners. Another petition¹⁹⁷ asked that prospecting for gold and diamonds be open to all races.

In its observations¹⁹⁸ on the petitions the Administering Authority stated that, with the exception of diamond prospecting which was strictly controlled, rights to prospect for and mine other minerals, including gold, might be obtained by any person capable of understanding and complying with the relevant laws and regulations. To assist Africans, a Swahili translation of the mining laws and regulations had been issued. A number of Africans were engaged in mining, particularly in alluvial gold mining, and in one outstanding case an African was successfully mining mica on a considerable scale. Generally, however, Africans had not yet either the experience or the resources necessary to enable them to undertake extensive mining

¹⁹⁶ T/Pet.2/144. For action taken by the Trusteeship Council on this petition, see resolution 483 (XI).

¹⁹⁷ T/Pet.2/150. For action taken by the Council on this petition, see resolution 486 (XI).

¹⁹⁸ T/953/Add. 2 and 4.

operations, and to restrict the exploitation of minerals to Africans would not be to the advantage of the welfare of the Territory.

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

General situation

The representative of New Zealand noted with satisfaction that the Administering Authority was in general agreement with the Visiting Mission concerning wider participation by Africans in the economic life of the Territory. Noting the Governor's statement that thousands of Africans who in the past had lived on a barter subsistence economy were now advancing to a cash economy, he considered this illustrative of general economic progress and considerable economic activity, giving promise of great development.

The representative of France was particularly interested in the development plans for the Territory. The comprehensive character and completeness of these plans, covering all activities in all sectors, made a powerful appeal to the spirit of initiative and the sense of responsibility of the local population.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was not taking measures to ensure the economic progress of the indigenous population. The Administering Authority did not contemplate the development of industry in the Trust Territory, having reduced the Territory to the status of an agricultural supplement of the metropolitan Power, which obtained raw materials and cheap labour there.

The representative of El Salvador noted the generally satisfactory economic situation of the Territory, its favourable trade balance and increased fiscal receipts, and expressed the hope that the Administration would continue its administrative programme.

The special representative of the Administering Authority stated that the representative of the USSR had said that nothing was being done to bring about industrial advancement. The Administration's honest attempts to improve agricultural methods, including the achievement of self-sufficiency in food supplies were intended, according to him, only to make the Territory an agricultural dependency of the metropolitan country. The special representative asked in what manner was it possible to deal with such distorted views, which were completely refuted by the information in the annual report.

Taxation

The representative of the Union of Soviet Socialist Republics stated that the Council should recommend that the Administering Authority take measures with a view to replacing the poll tax system by a progressive income tax system, or at least a simple income tax system which would take into account the financial position of the inhabitants and their capacity to pay.

The special representative of the Administering Authority noted that the suggestion had been made that no African could afford to pay the house and poll tax. The representative of the USSR was always recommending that the Administration must provide greater

financial appropriations for social and other services; did he now propose that the non-Africans, on whom the economic development of the Territory so largely depended at its present stage, should be taxed out of existence? If so, where would the funds come from to provide the extra money for the social services which were so much needed? All communities must contribute their share to the advancement of the Territory, be it for social services or in any other way.

Agriculture

The representative of New Zealand noted with satisfaction that the need for improving African agricultural methods received full consideration by the Administering Authority.

The representative of the Union of Soviet Socialist Republics stated that the indigenous population continued to carry on primitive subsistence agriculture. He recalled the statement in the report of the Visiting Mission that the African agriculturalist was a subsistence farmer, growing small quantities of food by primitive and laborious methods. The indigenous population suffered cruelly from periodic famine owing to droughts.

Marketing of agricultural products; co-operatives

The representative of China, with regard to the arrangements for the marketing of African exports, expressed agreement with the Visiting Mission that, while the setting aside of a certain portion of the proceeds of sale as a stabilization fund was desirable, the local producers should not be made to lose the full benefit of rising world prices because of long-term contracts between the various selling agencies and the United Kingdom Ministry of Food. He considered it incumbent upon the Administering Authority therefore to see that constant revisions of the export commodity prices were made possible whenever the world market prices were increased or showed a tendency of being increased.

The special representative of the Administering Authority remarked that several references had been made to the development of co-operatives, of which the Kilimanjaro Native Co-operative Union was such an outstanding example. He had brought to the Council pictorial information showing the expansion of this outstanding Union since its formation in 1932. The Union might be regarded as an outstanding example of African participation in economic development and a real case of African enterprise.

Land tenure and land alienation

The representative of New Zealand noted with satisfaction that the Administering Authority fully acknowledged its responsibility for ensuring that caution was observed in considering proposals for long-term land alienations, and that the land problems of the Africans received full consideration.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority continued its policy of alienating land from the indigenous inhabitants methodically and on an ever-increasing scale. In the year 1949-50, 389 square miles were alienated and in 1950-51, 448 square miles. The total area of alienated land in 1951 was 3,569 square miles,

or more than one-third of the total area of cultivated land in the Territory. He noted that many petitions had been submitted to the Council asking for the return of land which had been alienated from the indigenous people. He further stated that one of the methods used to alienate land from the indigenous population was to classify it as forest reserves. In 1951, the total area of classified forest reserves was 8,860 square miles, of which 487 square miles had been alienated in 1951 only. According to the report of the Visiting Mission, the forest reserve area would be increased to 20,000 square miles. The granting of forest concessions to Europeans, a total of 32,500 square miles in 1951, was another method of alienating land from the indigenous inhabitants. The Council should recommend to the Administering Authority that it return to the indigenous population the lands alienated from it in any way and that it should not in future allow the alienation of land belonging to the indigenous population.

The special representative of the Administering Authority stated that perhaps a sufficient comment on the value of the observations of the representative of the USSR was to recall what he had said about forest reserves. If that representative honestly believed that the setting aside and the protection of forest areas in a country such as Tanganyika, with all that meant for the benefit of the Territory and its people, was nothing less than wicked alienation of land, then the special representative for one was defeated. The representative of the USSR had clearly a quite wrong impression also of what was meant by forest concessions. Forest concessions gave the right to exploit forest produce; it might be to cut timber or to collect other produce, but it gave no rights of alienation of the land. The special representative further noted that the representative of the USSR had stated that more than one-third of the total area of the cultivated land of the Territory had been alienated. To arrive at this figure he had taken the figure of land under cultivation by non-Africans and the land actually under cultivation by the African peasant population. No account had been taken of the fact that the African peasant, at present largely relying on the hoe, could not cultivate more than a very small acreage, whereas large agricultural concerns developing in the Territory with mechanical equipment could cultivate great acreages. The fact that much of the land which was now being developed by non-African enterprise never had been occupied by Africans, or anybody else except tsetse flies and wild beasts, and was quite impossible of occupation by humans until the present efforts now being made by non-African enterprise and capital to clear those lands and to bring them into production for the benefit of the Territory and its people, was not taken into account either.

4. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

A new department, the Social Development Department, has been established, following a review of the work of the Social Welfare Department by a special

committee. The Territory was visited in 1951 by the Social Welfare Adviser to the Secretary of State, and the recommendations contained in his report regarding the future of the Social Development Department have been under consideration. The Administering Authority stated that much had already been done to implement some of his suggestions and that provision was being made for a further strengthening of the Department.

To encourage and stimulate the growth of a spirit of self-help in community development, the Administering Authority has made provision for the expenditure of £20,000 as the first instalment of £100,000 to be made available over a period of five years for the assistance of rural social development. The main purpose was to facilitate the carrying out, by village and other communities, of minor social development projects for which they were willing to contribute their own voluntary labour.

Status of women

The laws of the Territory recognize no discrimination on grounds of sex against the women of any race. The social status of African women varies considerably from tribe to tribe, but in general they are regarded by indigenous custom as inferior to men. Polygamy and the payment of bride price is still practised and, as noted by the 1951 Visiting Mission, a great proportion of the drudgery of rural life is borne by the women. Traditionally, they are barred from political life and their opportunities for education have lagged far behind those available to men. The Administering Authority stated, however, that over the past few years there have been evidences of a change and that in some areas women take part in the election of popular representatives to local councils, while in others their eligibility for membership is accepted. A Tanganyika Council of Women has been formed with membership from all races and through the activities of organizations such as women's clubs, Girl Guides, the Women's Service League and adult classes, African women, it was stated, are gradually taking a greater interest in affairs.

The Council and the 1951 Visiting Mission have both urged the Administering Authority to continue to take all possible steps, particularly in the educational field, to improve the status of women.

In its report for 1951, the Administering Authority stated that it fully appreciated the importance of improving the status of women and pointed to the increased provision for female education.

The Visiting Mission drew attention to the status of women in the Bukoba district. During recent years there had been a growing tendency for the Haya women to leave the district to take up employment and some of them also to engage in prostitution. This had caused the Haya men to attempt to prevent the women from leaving the area. The Administering Authority reported that after investigation it was concluded that the underlying cause was to be found in unsatisfactory social conditions within the Bukoba district itself, and that special measures were now being taken, including the posting of a woman welfare officer to the district, to deal with the problem with a view to improving the status of Haya women.

The Governor of Tanganyika informed the Council, at its eleventh session, that he considered improvement

of the status of women to be perhaps the most important social problem faced by the Administration. African women were the key to the future of Tanganyika; it was often they who had exercised pressure upon the men to accept progressive methods, such as ploughing schemes, and they were also working to improve their own lot at the present time. The Governor stated that he had arranged for a survey to be made as to what consumer goods could be introduced to improve the African housewife's lot. While noting that social and educational measures were already being taken he felt that the Administration must take more positive steps to improve the status of women and that to facilitate such steps one tribe must be persuaded to set an example of proper treatment of women: he planned to make such a challenge to the Wapare.

At its eleventh session, the Council adopted the following recommendation:

The Council, recognizing the importance of the emancipation of African women and the influence they have on the advancement of indigenous society, expresses satisfaction with the statement of the Governor in this regard and hopes that the Administering Authority will continue to give emphasis to the improvement of the status of women.

Immigration

Three petitions before the Council at its eleventh session raised the question of immigration into the Territory. One petition¹⁹⁹ expressed opposition to further immigration until the Territory had achieved its independence, and stated that foreign workers employed in Tanganyika should not be allowed to remain after the expiration of their employment.

The second petition²⁰⁰ complained that immigration regulations discriminated against Asians in favour of Europeans even in respect of entry permits for technicians and artisans, and the third²⁰¹ stated that the Government discouraged all European and Asiatic immigration.

In its observations²⁰² on the petitions, the Administering Authority stated that the control of immigration was designed to safeguard the interests generally of the inhabitants of the Territory and did not operate on a racial basis. As regards technicians and artisans, the requirements of the law were specific: temporary employment passes for a period not exceeding four years might be issued provided that (a) the applicant was qualified to take up employment in his trade or business; (b) there was not already unemployment of persons with similar skills; and (c) the taking up of such employment would not be to the prejudice generally of the inhabitants of the Territory.

With respect to the fears of the Africans, the Visiting Mission had stated that these fears were usually associated with complaints about the Government's land policy. With regard to discrimination against Asians, the Mission had commented that the Administering Authority was administering its immigration policy in

a careful and non-discriminatory way and hoped that it would continue to do so.

Racial discrimination

On several occasions, both the General Assembly and the Trusteeship Council had made recommendations in regard to the elimination of racial discrimination in the Territory by appropriate legislation or other measures.

The stated policy of the Administering Authority is that there should be no racial discrimination and that all should have equal opportunities. The Administering Authority stated that such differences as did exist in employment and in wage and salary payment were not due to discrimination but to personal experience and qualifications. It further stated that no legal discrimination existed except that in favour of the indigenous inhabitants. As far as racial prejudice of an individual or personal nature was concerned, everything possible would be done to counteract and hasten its disappearance. Any attempt to overcome it, however, by direct legislation would not only be ineffective, but would probably strengthen the prejudice in some quarters and retard the growth of full inter-racial harmony.

Three petitions²⁰³ before the Council at its eleventh session asserted that racial discrimination was emerging in Tanganyika and that no legislation existed to combat it. Measures to stamp it out were requested. One petition²⁰⁴ regretted that there existed no machinery for promoting inter-racial harmony and co-operation. Two petitions²⁰⁵ complained that Africans were denied entry into European and Asian clubs. It was also alleged that some of the medical and health facilities were denied to Africans and that in the towns the African residential areas were inadequately provided with public services. The Administering Authority's observations²⁰⁶ on these petitions were similar to those quoted above. The Administering Authority also stated that it was quite untrue that urban amenities and medical facilities were provided on a discriminatory basis.

The 1951 Visiting Mission reported, as did the 1948 Visiting Mission, that allegations that social discrimination on racial grounds was prevalent in the Territory had been made to it by educated Africans and by Asian associations. These specific charges were mainly in connexion with access to hotels and clubs. The 1951 Mission agreed with the Administering Authority that in this field there were limits to the effectiveness of government action. The question of club membership was a private matter and, though there were some institutions where exclusiveness was apparently based on racial grounds, the Mission was pleased to see that there was an increasing number of social organizations of an inter-racial nature. The question of accommodation in hotels seemed to the Mission, however, to be a different one. The East African Railways operated a number of hotels in which, as in the trains, the Mission was informed, the policy

¹⁹⁹ T/Pet.2/130.
²⁰⁰ T/Pet.2/116. For action taken by the Trusteeship Council on this petition, see resolution 473 (XI).
²⁰¹ T/Pet.2/124.
²⁰² T/953/Add.2 and 4.

²⁰³ T/Pet.2/134, T/Pet.2/137, T/Pet.2/138. For action taken by the Trusteeship Council on petitions T/Pet.2/134 and T/Pet.2/137, see resolutions 480 (XI) and 482 (XI) respectively.

²⁰⁴ T/Pet.2/138.

²⁰⁵ T/Pet.2/114, T/Pet.2/130.

²⁰⁶ T/953/Add.2 and 4.

was against discrimination. In the licensing of other hotels to serve the public, the Mission considered that the Administering Authority should take steps to ensure that the same policy was applicable.

In its observations on the Mission's report, the Administering Authority expressed confidence that the Mission, from its own experience in the Territory, would have been persuaded that discrimination of a social nature did not constitute a serious problem. It agreed with the Mission's comments on club membership. With regard to privately-owned hotels, the Administering Authority still felt that the remedy was not to be found in direct action, and that any attempt to overcome by direct methods such racial prejudice as still existed would not only be ineffective but would be likely to strengthen the prejudice in some quarters and retard rather than promote the growth of inter-racial harmony. At the same time the Administering Authority would lose no opportunity of hastening, both by example and precept, the disappearance of racial prejudice which was in fact diminishing.

Freedom of the Press

Newspapers, in the generally accepted sense of that term, the Administering Authority stated, were still few in number. The Newspaper Ordinance provides that any person wishing to establish a newspaper might, if so required by the Governor-in-Council, be called upon to execute a bond up to a maximum of 3,000 shillings. The Administering Authority stated that the requirement to execute a bond in no way operated as a restraint upon the freedom of the Press and was merely a precautionary measure to ensure that a newspaper involved in a libel suit would be in a position to meet damages awarded by court action.

Two privately-owned papers were published in Dar-es-Salaam and the Public Relations Department issued three Swahili papers. At the beginning of 1951, there were two African-owned daily news-sheets published in Dar-es-Salaam; both, however, ceased publication in the middle of the year.

In 1951 there were fourteen "district newspapers" throughout the Territory with circulations ranging from 500 to over 3,000. These monthly periodicals, which dealt mainly with local affairs, were nearly all edited by Africans, with guidance and assistance from Native Authorities or district commissioners.

The 1951 Visiting Mission commented that the possibility of establishing in the Territory a newspaper designed to reflect wider points of view and which would be owned and operated on an inter-racial basis had already occurred to a number of people in all communities. The Mission considered that the establishment of such a paper could have a most beneficial effect on the Territory's future development.

Standard of living

The 1951 Visiting Mission expressed the opinion, as did the 1948 Visiting Mission, that the standard of living was low in many parts of the Territory. It pointed out that there was a definite population movement by Africans from rural to urban areas, and the problem of their standard of living and other social conditions was becoming of increasing importance.

A study into some aspects of this problem was carried out during 1951 by a Committee on Rising Costs. The Visiting Mission stated that no definite conclusions could be drawn from the survey because of its limited extent, but it did suggest that conditions were difficult for the lower-paid Africans living in the towns. The Mission considered that the Tanganyika Government should undertake more detailed studies of these conditions, with a view to ensuring that reasonable minimum wages prevailed.

The Administering Authority, in its observations on the report of the Mission, stated that, although judged by standards in more advanced countries the general standard of living of the African population of the Territory was low, there had been a steady improvement recent years. The rural population, which provided many of its own requirements and had benefited from the high prices obtained for cash crops, had felt the effects of the rising cost of living much less than the urban population. There was no doubt that conditions were difficult for the lower-paid Africans living in the towns. The need for more detailed studies of the position was appreciated and attention was being paid to the matter.

In its report for 1951 the Administering Authority reported that, during that year, the cost of living had continued to rise. The effects had been most severely felt by wage earners and others living on fixed incomes, particularly in urban areas. Generally during the year there had been a tendency towards a shortage of money in the towns and a shortage of goods in the rural areas.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting with concern the statement of the Visiting Mission on the low standard of living prevailing in many parts of the Territory, endorses the recommendation of the Mission that the Administration should undertake more detailed studies of the cost and standard of living with a view to ensuring that reasonable minimum wages prevail, and expresses the hope that the Administering Authority will undertake further action toward improving the difficult living conditions of lower paid Africans, particularly those in urban areas.

Urban housing

At its ninth session, the Council, although noting with satisfaction that the revised ten-year plan provided for urban housing a sum substantially more than the original allotment, had expressed concern at the shortage of African urban housing and urged the Administering Authority to accelerate the implementation of the plan. In reply, the Administering Authority had stated that the acuteness of the problem was fully appreciated and every effort was being made to accelerate the programme.

The Administering Authority reported in 1951 that the architectural staff of the Public Works Department had been strengthened and that the number of private architects and building contractors was increasing. Following the allocation of £1,230,000 for housing, measures had been taken to alleviate the housing shortage. Since then, the Administering Authority stated, it had become increasingly evident that a much more comprehensive plan was needed. Under the

present plan it was proposed to spend up to a quarter of a million pounds annually on the construction of houses in Dar-es-Salaam and other urban centres, the development of new and the improvement of existing housing areas, and the provision of assistance to Africans in building their own houses. The objective was to build 800 new houses per year. In Dar-es-Salaam 300 semi-permanent and eighty temporary-type houses had already been completed and work was proceeding on a further 300. Work would shortly start on 300 houses at other centres.

The 1951 Visiting Mission hoped that the Government would press on with the implementation of its housing schemes and would encourage suitable private building. The Mission considered, in particular, that the complaints it had received from African civil servants for adequate housing required closer attention, as many of them must find it as difficult to procure houses as did the expatriate officers.

The Administering Authority in its observations on the Mission's report stated that every effort was being made to accelerate the housing programme and that particular attention would be given to the needs of both African and Asian civil servants.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting the assurance of the Administering Authority that every effort is being made toward improving the housing programme, expresses the hope that the Administration will press on with the implementation of its housing schemes and that it will encourage suitable private building, and further endorses the view of the Visiting Mission that the claims of African civil servants for adequate housing should receive closer attention.

Nutrition

At its seventh session, the Council had invited the Administering Authorities to explore, in co-operation with the specialized agencies and competent scientific bodies, the possibility of utilizing and expanding the latest methods in the improvement of nutritional standards.

The Administering Authority stated that no organized nutritional surveys had been carried out in 1951, but that a nutrition officer had been appointed during the year and attached temporarily to the East African Medical Survey and Filariasis Research Unit to study nutritional standards on the island of Ukara on Lake Victoria. A considerable amount of evidence had been accumulated to show that, generally speaking, the level of nutrition of large sections of the African population was low. There were statutory regulations for the feeding of labour. Arrangements for the supplementary feeding of day school children were still limited, but at a few schools milk was supplied from the school dairy herds.

Labour

GENERAL

The Administering Authority stated that the labour supply was inadequate and that the rapid expansion of the Territory's economic development had emphasized the urgency of some of its labour problems. It added that, if development was to proceed unhindered,

it was clear that there must be proper organization and full utilization of the Territory's manpower potential, with an increase in the stability and the efficiency and productivity of labour. A survey had been undertaken in 1951 to study these problems, and a report entitled "A preliminary investigation of the manpower position, 1951" had been published. This investigation had formed the basis of the work of a Committee, whose recommendations were under consideration by the Government of the Territory. The Visiting Mission's comments on the recommendations are to be found in the relevant sub-sections below.

The labour enumeration undertaken in July 1951 showed that there were 455,398 Africans in paid employment, or nearly 19,000 less than in 1949 when, owing to poor harvests and a shortage of food, abnormal numbers were in search of work.

The main employers of labour in 1951 were agriculture (232,481), construction (45,034), manufactures including electricity (26,022), transportation (24,120), wholesale and retail (19,949), mining and quarrying (18,329), Government, mainly administrative (17,415), and local government (13,797). In addition, 51,484 were classified in "other services".

At its eleventh session, the Council adopted the following recommendation:

The Council recommends that the Administering Authority continue to give close attention to the problem of stabilizing the labour force and increasing its productivity, and in this connexion that it consider measures calculated to lead to an increase of wages and the improvement of housing and other working conditions.

MIGRATION OF LABOUR

While accurate figures are not available, the Administering Authority estimated that the number of workers absent from the Territory at any one time was not less than 12,000. Migration takes place mainly to the Central African Territories and to the Union of South Africa.

The Council, at its ninth session, had recommended that the Administering Authority should pay careful attention to the wages and working conditions of inhabitants of Tanganyika employed outside the Territory, and should make suitable arrangements for protecting their interests, including the possibility of establishing a labour advisory service for giving assistance and advice on matters relating to the terms and conditions of their employment.

It was suggested in the preliminary investigation that, while prohibition of such movements was out of the question, other methods to reduce or control them should be explored.

The 1951 Visiting Mission felt it desirable that in general the labour force should be encouraged to remain in Tanganyika so as to make the maximum contribution to the advancement of the Territory. It considered that the Government should play a more active part in the matter and, in particular, approach the Governments of the Territories to which migration was taking place in order to obtain detailed information on the wages and working conditions of the migrant labour. The Mission further considered that

the best means of reducing the migration of labour from the Territory would be the provision by Tanganyika employers of wages and working conditions comparable with those which appeared to obtain in the Territories to which the migration took place.

The Administering Authority, in reply to the Council and the Mission, stated that the movement was entirely voluntary, of long standing and could not be prohibited. At the same time it could not be encouraged, since with the increasing labour demands it was desirable that workers should remain in the Territory. The Administration had obtained full information regarding wages and working conditions in the areas to which workers from Tanganyika were accustomed to go and was satisfied that their interests were well protected. Information and advice were readily available to any workers desiring them but in fact, owing to the well-established nature of the movement, those leaving the Territory were fully aware of conditions obtaining in the areas to which they proceeded. The staff of the Labour Department gave advice and assistance to workers and a useful purpose was served by labour transit centres. The Administering Authority would bear in mind the possibility of improving the position, but it was doubtful whether the establishment of a special advisory service was necessary or desirable at present. An important fact was that, with adequate opportunities for employment within the Territory, workers would not seek employment elsewhere unless attractive conditions were offered. To make special arrangements to acquaint workers with the fact that higher wages could be obtained in the highly developed mining industries of South Africa and Rhodesia would be to encourage increased migration to those areas and would not be in the best interests of the Territory.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling the recommendation adopted at its ninth session on the subject of migrant labour, recommends that the Administering Authority consider taking the necessary steps, in co-operation with other Governments concerned, to ensure, in so far as possible, that the conditions of employment of Tanganyika labour outside the Territory are satisfactory.

RATIONALIZATION AND RECRUITMENT OF LABOUR

Recruitment of labour in the Territory is undertaken by both private and professional recruiters, and control is exercised by the Labour Department in the issue of licences and, where necessary, by the imposition of a quota system.

The preliminary investigation commented that, while recruitment would become of less importance, it considered that it would be desirable to organize it on more efficient lines and, at the same time, to see to it that regulations were scrupulously observed. The most effective means of doing this might be through a single body, non-statutory and non-official but representing all employers interested in recruiting. The survey expressed doubt as to whether any quota system between employers would be acceptable. Direction to work would not be considered by the Government except in a declared state of emergency, and labourers must be allowed to proceed to work with the employers of their choice.

The 1951 Visiting Mission noted that a system of the rationalization of the recruitment of labour, similar to the one proposed, operated under the control of the Northern Province Labour Utilization Board. The Mission had gained the impression that the Board was not popular with many of the more efficient employers. Certainly the "desertion rate" in the Northern Province was high.

The suggestion that such a body on a Territory-wide scale would provide more opportunities for employers to agree on wages scarcely seemed a happy one to the Mission, in view of the fact that the development of trade unions in the Territory was at a rudimentary stage and that all except one of the few unions in existence at the time of the previous Mission's visit had since been deregistered, for failure to conduct their affairs in a proper manner and to keep proper accounts. In view of this disproportion in bargaining power, the Mission felt that any action regulating wages should be taken under the closest government supervision. The encouragement by the government of a single "Employers' Association" would seem to the Mission to have the effect of protecting the less efficient employer and of acting as a brake on improvements in productivity, and hence in wages and working conditions.

In its observations on the Mission's report, the Administering Authority stated that no decision had been taken in regard to the establishment of a non-statutory organization to promote the rationalization of the use and distribution of available manpower. The Manpower Committee did not recommend that legislation to rationalize labour should be brought into operation and the whole subject was one calling for very careful consideration. The Northern Province Labour Utilization Board, to which the Mission referred, had been subjected to considerable criticism in that province. The whole position was under discussion by employers in the province and the Government awaited the outcome.

The Administering Authority stated, in its 1951 report, that the system by which industries or individual employers made their own arrangements to meet their labour requirements had continued to operate, but that conditions had confirmed doubt as to whether this system could much longer cope with the situation. There was an urgent need for rationalization and co-ordination of the flow of labour, and close attention was being paid to this problem as well as to the need for increased productivity on the part of the worker and for avoiding wastefulness and inefficiency in the utilization of the available labour force.

One petition²⁰⁷ before the Council at its eleventh session protested against the operation of the Northern Province Labour Utilization Board on the grounds that it recruited Africans for labour far away from their homes, that workers were badly treated and that the Government exercised a levy on each recruit. It was alleged that many complaints had been made concerning the Board's activities and it was requested that it should be abolished.

²⁰⁷ T/Pet.2/134. For action taken by the Trusteeship Council on this petition, see resolution 480 (XI).

The Administering Authority²⁰⁸ explained that the Board was a statutory body whose main purpose was to secure a rational utilization of the labour force available. Recruitment was voluntary and in strict conformity with the Recruiting of Indigenous Workers Convention. Most of the recruits came from a comparatively short distance away, and were provided with transport and rest camps which were inspected and commended by the 1951 Visiting Mission. It was untrue that the Government exercised a levy on each recruit; the only payment made by the employer for whom labour was obtained was in order to cover the costs incurred by the Board. Such criticisms of the Board as had been made came from dissatisfied employers. A review of the Board's operations would shortly be undertaken and the question of its continuation would doubtless be discussed at that time.

IDENTIFICATION SYSTEM

In the preliminary investigation it was suggested that the introduction of a system of identification of employees should be seriously considered. Such persons would be required to carry certificates of identification containing their fingerprints and photographs, and to show their certificates on the demand of duly authorized officers. The Administration had informed the Mission that registration should be considered not only in relation to the labour supply or primarily as a means to check desertion; it would also be of great help in the efficient administration of social services of all kinds. The Mission had pointed out that the suggestion for registration had been bitterly opposed by the Tanganyika African Association which considered it as a move to placate settlers. The Mission, while recognizing that registration of persons might be useful for specific social purposes, had doubted the desirability of a general labour registration in the Territory of the type envisaged, especially in view of the opposition which might be expected from Africans.

In its observations on the Mission's report, the Administering Authority stated that the desirability of some form of registration, not merely in relation to labour supply but in relation to general development and particularly in the administration of social services, was becoming more and more apparent. Consideration was being given to the suggestion that a territorial system of registration should be introduced on a non-racial basis, covering the whole adult male population and not confined to industry. Such a scheme would clearly be a formidable undertaking but it was doubtful whether registration could be satisfactorily or successfully introduced on any other basis.

One petition²⁰⁹ examined by the Council at its eleventh session expressed opposition to any registration or direction of labour, which it was feared might interfere with the liberty of the workers.

The Administering Authority²¹⁰ commented that no system of registration or identification of workers was contemplated which would interfere with individual liberty and there was no question of the direction of labour.

WAGE RATES, CONDITIONS OF LABOUR

The Trusteeship Council, at its previous sessions, had noted the low level of wages in the Territory and had suggested that wage rates should be increased in order that the standard of living of the inhabitants might be improved. A similar statement was made by the 1948 Visiting Mission.

The necessity of increasing efficiency and productivity over its present low level was stressed in the preliminary investigation which suggested that malnutrition and disease amongst tribal Africans were important factors in holding down the present output, and emphasized the need for better rations for African labour. A further cause of low productivity, the report stated, was the high rate of turnover of unskilled labour. Efforts must be made to stabilize labour by the provision of attractive housing and other amenities and this would entail a shift of many Africans from peasant production on marginal land to continuous paid labour. Wages were an important inducement factor, but wage war for unproductive labour would be unfortunate. Further taxation of Africans might be considered as an inducement, if there were an untaxed capacity. More attractive consumer goods should be made available to workers, and holidays with pay should be allowed under well-defined conditions.

The 1951 Visiting Mission agreed that the output of African labour must be increased and that the soundest method of doing so was to stabilize labour. Stabilization required adequate inducement but it was open to question whether the aim could ever be achieved unless there were a marked improvement in the wages and working conditions of African labour.

Housing was probably the most important single factor, but it must be provided for the worker's family as well as for himself, if it were to have an important stabilizing effect. The Mission felt also that the importance of wages had been under-estimated in the preliminary investigation and that the possibility that African wages might rise considerably had been looked upon with some misgiving. The Mission commented that the present low rates appeared to discourage efforts by employers to raise the productivity of their employees. Moreover, although wages had recently increased, they had not kept pace with the increase in the prices obtained for the Territory's produce.

In its observations on the Mission's report, the Administering Authority stated that it was in substantial agreement with the views expressed by the Mission. The primary need was undoubtedly a much greater degree of stabilization, and the achievement of this depended mainly on the improvement of working conditions. There had been a marked improvement in recent years and this was continuing. Adequate accommodation for married workers was receiving increasing attention. New legislation was shortly to be introduced which, if passed, would enable contracts up to three years to be made in the case of workers accompanied by their wives and families. In such contracts the employer would be obliged to provide rations for the families in accordance with prescribed scales.

As regards wage rates, the Administering Authority shared the Mission's view that there was need for

²⁰⁸ T/953/Add.2.

²⁰⁹ T/Pet.2/123.

²¹⁰ T/953/Add.1.

improvement but appreciated the economic necessity of maintaining a proper relationship between wages and productivity. In dealing with this problem, to which much thought was now being given, the raising of the general standard of health and education, the increased provision of training facilities and the maintenance of adequate supervision were all factors of vital importance. In its 1951 report, the Administering Authority stated that the Regulation of Wages and Terms of Employment Ordinance, No. 15 of 1951, contained provisions which included the setting up of machinery for the fixing of minimum wages by the establishment of minimum wage boards and the setting up of wage councils to fix remuneration and terms of service in specified undertakings.

At its ninth session, the Council had urged the Administering Authority to pay particular attention to the provisions relating to social welfare and conditions of employment of African labourers, so that the industrial development of Tanganyika would result in benefit and not hardship to the people.

The Administering Authority replied that it was confident that the high importance attached to these matters would be apparent from the information given in its 1951 annual report.

The following were the average wage rates paid in 1947, 1950 and 1951:

Occupation	1947 (Monthly wages) Shillings	1950 (per 30 tasks) Shillings	1951 (per 30 tasks) Shillings
<i>Agriculture</i>			
Unskilled...	8 to 30	15 to 30	18 to 40
Semi-skilled...	15 to 65	30 to 50	30 to 60
Skilled.....	21 to 100	50 to 150	60 to 200
<i>Trade, transport, industrial establishments</i>			
Unskilled...	8 to 30	30 to 60	30 to 60
Semi-skilled...	15 to 80	60 to 90	60 to 90
Skilled.....	21 to 100	75 to 200	75 to 300
<i>Mining</i>			
Unskilled...	8 to 30	15 to 30	12 to 30
Semi-skilled...	15 to 80	20 to 65	30 to 50
Skilled.....	21 to 100	50 to 160	50 to 200

In agriculture and mining, labourers' rations are also issued. Certain agricultural and mining labourers also receive bonus payments.

Seven petitions²¹¹ examined by the Council at its eleventh session complained of the inadequacy of African wage rates in the face of rising living costs. It was stated that wages of manual workers especially were insufficient to provide an adequate standard of living with the result that many Tanganyikans were undernourished and vulnerable to disease. It was further alleged that racial discrimination existed in the payment of wages and that Europeans and Asians received greater remuneration than Africans possessing the same qualifications. The petitioners appealed for a general increase of wage levels in line with increased living costs and for adoption of the principle of equal pay for equal work.

²¹¹ T/Pet.2/108, 115, 122, 123, 127, 149, 156. For action taken by the Trusteeship Council on petitions T/Pet.2/108, 115, 122, 127 and 156, see resolutions 471 (XI), 472 (XI), 476 (XI), 477 (XI) and 490 (XI) respectively.

In its observations²¹² on these petitions the Administering Authority stated that, in general, wages and salaries commanded by Africans were low compared with those of other races. It was equally true, however, that African labour could not be considered as cheap. The need for improvement in wage rates was generally recognized and during recent years there had been a steady and continuous upward trend, but the fact remained that in all branches of employment the position was governed by the hard fact of economics. The need to relate expenditure on wages and salaries to output was inescapable, and the differences in rates which existed were not due to discrimination on racial grounds. They were the inevitable results of differing standards of education, experience, efficiency and such personal qualifications as a sense of responsibility. An improvement in the performance of African workers could be expected to result from an improvement of general health and education and the provision of increased training facilities—all of which were features of the Government's plans for the development of the Territory. Where groups of Africans in private employment wished to seek wage increases through direct negotiation with their employers, government machinery was available in the form of wage councils which could be set up under the provisions of the recently enacted Regulation of Wages and Terms of Employment Ordinance.

One petition²¹³ claimed that the shortage of labour was due in part to unsatisfactory conditions of service and it was suggested that the Government should not overlook offences by employers. Opposition was also expressed to the introduction of any form of labour registration.

In its observations²¹⁴ on the petition the Administering Authority stated that periodic labour shortages were not due to any discontent with conditions of service but that the labour supply was affected by fluctuations in the harvests. Offences by employers were certainly not overlooked; on the contrary, public statistics indicated that they were dealt with more rigorously than offences by employees.

Another petition²¹⁵ from the African Cooks, Washermen and House Servants Association complained that domestic servants were not granted holidays, not provided with sleeping quarters or clothing, and were liable to summary dismissal even after long periods of service. The Association complained that its registration as a trade union had been cancelled.

The Administering Authority²¹⁶ stated that there were no regulations governing conditions of domestic service which were the subject of mutual agreement between individual employers and employees. The domestic servants of reputable employers were given periods of leave and many were provided with living quarters. Some received rations and some were provided with clothing; in other cases the wages were considered sufficient to cover these provisions. During recent years the rates of wages of domestic servants

²¹² T/953/Add.1.

²¹³ T/Pet.2/123.

²¹⁴ T/953/Add.1.

²¹⁵ T/Pet.2/121. For action taken by the Trusteeship Council on this petition, see resolution 475 (XI).

²¹⁶ T/953/Add.2.

had in general risen steeply. Assistance from officers of the Labour Department was readily forthcoming for any domestic servants who might be the victims of breach of contract by an employer or who found themselves in any genuine difficulty, and the services of labour exchanges were available for those seeking employment.

With regard to the cancelled registration of the Association as a trade union, the Administering Authority stated that it had become clear that the Association comprised only a handful of self-seeking office-holders of doubtful integrity, especially in the handling of funds. This situation had finally led to the cancellation of the registration of the Association as a trade union, and after careful consideration of a petition and other representations by the central committee of the Association, this position had been maintained by the Administration.

INDUSTRIAL ACCIDENTS

There were 1,613 industrial accidents during 1951, of which ninety-one were fatal, one resulted in permanent disability, 483 in partial disability and 1,038 in temporary disability. There were also eight cases of anthrax. In 1950, there were 836 industrial accidents, of which fifty-seven were fatal.

The Administering Authority reported that it was proposed to bring the Factories Ordinance, enacted in December 1950, into effect in April 1952. The Ordinance requires the registration of all existing and future factories and contains comprehensive provisions for safety precautions in respect of all machinery, hoists, lifts, etc. Special provisions are made in regard to health and safety measures where dangerous processes are employed.

TRADE UNIONS, INDUSTRIAL RELATIONS

Interest in trade unions, the Administering Authority stated, continued to be inarticulate and there was little evidence of any widespread desire among Africans for the formation of unions. In 1949, there were seven registered trade unions in the Territory, five of them African. There was only one trade union (Asian) in existence at the end of 1951. The Administering Authority stated that efforts to teach the basic principles of trade unionism would continue to be made but that much remains to be done before the principles were fully understood and could be put into general practice.

The Administering Authority reported that during 1951 there were seventy-three industrial disputes involving 7,851 workers, and that 12,775 man-days were lost. The disputes lasted from under one day to four days.

LABOUR OFFENCES

During 1951, 107 employers were convicted of offences against the labour laws of the Territory; 102 were fined, three bound over and two imprisoned. The offences were mainly concerned with failure to pay wages and with the employment of children. The number of employees convicted was 339, of whom seventy-six were fined, 256 sentenced to imprisonment and seven bound over.

The Council, at its sixth session, had recommended that the Administering Authority should consider the possibility of abolishing penal sanctions, in the cases where they still applied, for breaches of labour contracts.

The Administering Authority pointed out that the only reservation remaining in force in the application of the Penal Sanctions (Indigenous Workers) Convention, 1939, was that relating to the unlawful departure of a servant from his employer's service with intent not to return. Unlawful desertion presented a particular problem in a country where contracted workers were frequently brought long distances at considerable expense to the employer. The Administration also felt that there was a moral obligation for a worker to carry out his contract after receiving free issues of blankets and other articles and taking advantage of free transport and other facilities. The possibility of withdrawing this reservation was kept under constant review, but conditions had not yet altered sufficiently to justify such a step.

CHILD LABOUR

There were 20,523 male juveniles employed during 1951, mainly in agricultural undertakings. Monthly earnings of juveniles, as reported in 1950 by the Administering Authority, ranged from 5 to 15 shillings for 21,588 so employed, and from 101 to 200 shillings for two so employed. In addition to wages many also received rations.

The Administering Authority stated that no child may be employed except on a daily wage and on a day-to-day basis and only as long as the child returns each night to the place of residence of his parent or guardian.

The Council had expressed the view, at its third session, that a policy of prohibiting child labour and of restricting the employment and of safeguarding the work of minors on plantations and in industrial undertakings should be followed.

The Administering Authority replied that the regulations governing the employment of young persons and children were most precise and that, while it was not considered practicable at the present stage to abolish completely the employment of children, their regular employment was reduced to a minimum and the policy was eventually to abolish child labour.

CORPORAL PUNISHMENT

Corporal punishment may be imposed by the Courts for thirty-three categories of offences and may be given in prisons as a disciplinary measure. The maximum number of strokes is twelve for a juvenile and twenty-four for an adult. During 1951, the High Court imposed one sentence of corporal punishment and the subordinate courts 585 sentences. Of these, sixteen were quashed and one not carried out for medical reasons. Of those sentenced, 423 were juveniles. The indigenous local courts, in 1950, imposed 736 sentences of whipping. One person was corporally punished in 1951 for offences against the prison regulations.

On previous occasions, the Council and the General Assembly had recommended the abolition as soon as

possible of corporal punishment; a similar recommendation had been made by the 1948 Visiting Mission.

The General Assembly, at its sixth session, noted the arguments to explain why the penalty had not yet completely disappeared; was of the opinion, nevertheless, that those considerations should not prevent the complete abolition of corporal punishment; urged that corporal punishment should be completely abolished as a disciplinary punishment in all prisons; recommended that legislation should be enforced immediately with a view to replacing corporal punishment in all cases by methods of modern penology; repeated its previous recommendations and urged their compliance without delay.

In its report for 1951, the Administering Authority stated that its policy remained to bring the law in line with that of the United Kingdom and to abolish corporal punishment as a sanction of the courts. The desirability of achieving this objective at the earliest possible date had been impressed upon the Government of the Territory. It reported, however, that immediate abolition was not practicable, in view of the strength of public opinion against such a step and the fact that adequate alternative methods of modern penology were not yet available. During the year, the Administering Authority attempted to put into effect measures which would have reduced the number of offences for which corporal punishment might be awarded. Accordingly, a Bill designed to this end was introduced in the Legislative Council by the Administration. The Bill was not passed by the Council and only one of the unofficial members—a European—supported the measure, which was regarded by the other unofficial members of all races as premature. In view of the strength and solidarity of the opposition to the Bill introduced in the Legislative Council the Governor did not feel justified in resorting to the undemocratic procedure of using the official majority to force passage of a measure of this nature. The Bill was therefore reluctantly withdrawn and further consideration was being given to the matter. The aim of the Administration remained that of bringing about the abolition of corporal punishment as rapidly as was possible without untoward effects on the great body of law-abiding citizens.

Three petitions²¹⁷ examined by the Council at its eleventh session called for the abolition of corporal punishment or alternatively requested that it should be applied without discrimination as to race.

In its observations²¹⁸ on the petitions the Administering Authority stated that the Council was fully aware of its policy with regard to corporal punishment and of the action being taken with a view to the ultimate abolition of this form of punishment. It added that corporal punishment was not applicable to Africans only.

Penal system

The 1951 Visiting Mission reported, as did the 1948 Visiting Mission, that it was favourably impressed with the prisons and penal institutions that it was able to see. It observed that a major programme of prison construction throughout the Territory had almost been completed and that most of the major Tanganyika prisons

were now well-constructed modern buildings. It appeared to the Mission that they were not overcrowded and that the food supplied to African prisoners was adequate. Reasonable arrangements were made to separate first offenders from recidivists. The Mission was particularly impressed by the Kingolwira prison, a "prison without walls".

One petition²¹⁹ before the Council at its eleventh session complained that there was little attempt to rehabilitate prisoners and that no effort was made to separate first offenders from hardened criminals. It was requested that the Government either reform the system in existing prisons or construct more modern prisons similar to Kingolwira.

In its observations²²⁰ on the petition the Administering Authority stated that the main problem had been the shortage of accommodation, but the position was rapidly improving. Its policy was to segregate prisoners. A major objective of the present building programme was the replacement of old buildings by modern spacious buildings in rural surroundings.

The Mission reported that with the rapid increase in the urban population juvenile delinquency had become a serious problem and that the Government was planning an institution for the rehabilitation of young offenders. The probation system had been applied satisfactorily in Dar-es-Salaam and the Government hoped to extend it.

One petition²²¹ stated that juvenile delinquency was increasing rapidly due to the drift of young people into the towns. The importance of increasing educational and recreational facilities as counteractive measures was stressed.

In its observations²²² on the petition the Administering Authority agreed that counteractive measures were important but felt that the most effective means of dealing with the problem was the probation system which was to be expanded considerably.

Medical and health services

The following figures show the medical personnel in the Territory during the years 1949, 1950 and 1951:

	1949	1950	1951
<i>Registered and licensed medical practitioners</i>			
Official	127	135	155
Non-official	139	166	153
<i>Qualified nurses</i>			
Official	128	142	205
Non-official	140	191	217
<i>Dentists</i>			
Official	3	4	5
Non-official	10	12	9

The above figures do not include medical assistants, laboratory assistants, health inspectors, and sanitary inspectors.

The number of hospitals and dispensaries in 1951, as compared with 1949 and 1950, was as follows:

²¹⁷ T/Pet.2/111, T/Pet.2/130, T/Pet.2/149.

²¹⁸ T/953/Add.4.

²¹⁹ T/Pet.2/130.

²²⁰ T/953/Add.4.

²²¹ T/Pet.2/130.

²²² T/953/Add.4.

	1949	1950	1951
<i>Hospitals and medical centres providing in-patient treatment</i>			
Government	74	74	74
Mission, private and industry...	90	93	93
<i>Dispensaries - Rural medical centres</i>			
Government	21	15	21 ^a
Mission, private and industry...	345	363	362
Native Authority.....	401	418	414
<i>Maternity and child welfare clinics</i>			
Government	12	12	14
Mission	52	52	59
Native Authority	20	15	31

^a Ten general; eleven sleeping sickness.

The financial provision in the 1949, 1950 and 1951 budgets for the health services was as follows:

	<i>General revenue Medical Department</i>	<i>Development funds</i>	<i>Native Treasuries</i>	<i>Total</i>
	£	£	£	£
1949 ...	593,400	75,185	77,430	746,015
1950	689,990	98,730	82,369	871,089
1951	853,295	182,826	108,804	1,144,925

The Council on various occasions had pointed to the need, as had the 1948 Visiting Mission, for a rapid and substantial increase in medical and health staff and facilities.

The Administering Authority had stated that every effort was being made to push ahead with plans for the development of medical and health services.

At its ninth session, the Council had expressed satisfaction with the considerable increase in the expenditure for medical services, but had hoped that there would be further budgetary increases to meet the need for the expansion of medical services of all kinds and, in particular, increased provision for the training of indigenous medical staff.

In its report for 1951, the Administering Authority pointed to the increased financial provision for medical services during recent years. Provision made in Native treasuries for 1952 would be considerably greater than in 1951. The provision from general revenue for 1952 was £940,714, as compared with £853,295 in 1951, while allocations from development funds were increased from the original estimate of £182,826 for 1951 to £271,720 in the approved estimates for 1952.

The 1951 Visiting Mission found the number of hospitals too small in comparison with the immense need for health services in the Territory. It also stated that the standard of construction of the hospitals was, generally speaking, lower than that of other government buildings such as schools and prisons, and less building was being carried out by the Government in the medical field than in those other fields.

It noted that different standards of accommodation existed between hospitals or different wards of the same hospital. The distinctions appeared to be based exclusively on racial lines, i.e., hospitals and wards were "European", "Asian", or "African". While the Mission understood that differences in culture and customs made for natural division in such matters, it was of the opinion that the Administering Authority should take care to ensure that distinctions were not made on racial grounds.

The Mission appreciated that there were many difficulties in the way of a considerable expansion of the present inadequate medical services and realized that the principal short-term difficulty was the recruitment of the necessary staff. It was not satisfied, however, that everything possible was being done in this connexion. There appeared to have been confused policies in the past, and the Mission noted, even when it was in the Territory, a certain apparent complacency about the medical situation on the part of some government officials. It was glad to learn that the number of African medical personnel graduating from some of the training institutions was being considerably increased but commented that the rate of increase would need to be much more rapid if the system of dispensaries in rural areas was to be placed on a more comprehensive and more efficient basis. In the long run it seemed essential, if only for reasons of economy, to train a number of African medical practitioners greatly in excess of the few who had so far qualified at Makerere College. This rate could not, of course, be substantially increased until there was a marked increase in the number of Africans graduating from the secondary schools.

Finally, the Mission hoped that the Administering Authority would continue to provide adequate financial resources to finance the expansion of medical services and that it would offer salaries large enough to attract the necessary personnel. It doubted whether planning for expansion was on a sufficiently concrete basis and considered that a more comprehensive scheme of medical development should appear in the revised development scheme.

In its observations on the Mission's report, the Administering Authority stated that as far as building was concerned the rate of progress had been governed by the limited capacity of the Public Works Department and contractors, but progress had been made, some of it at places the Mission was unable to visit. A phased programme of building had been carefully worked out and an agreed standard hospital plan approved.

In addition to the extensive building operations at Kibongoto and the various additions to existing hospitals, new hospitals had been built at Korogwe and Iringa and a start made on one at Nzega. The immediate programme included five new hospitals, with two others next on the list, to be started as soon as possible. Much of the preliminary work had been completed in preparation for the rebuilding of Tanga hospital as one unit, including nurses' quarters and a hostel for African nursing sisters. At Dar-es-Salaam a new group hospital was to be erected and work was soon to begin on the building of outpatient centres located at the most convenient points for the African population.

In the general plan for the expansion of medical and health services the provision of training facilities had high priority. A new training centre at Tabora—including maternity and child welfare training—was due for construction in 1952. The Native Administration training centre at Tukuyu was being taken over and enlarged and modernized.

The Administering Authority stated that the system of describing hospitals or wards as "European", or "Asian" or "African" was somewhat misleading. The so-called European hospital at Dar-es-Salaam, for

example, admitted patients of all races. As a general rule patients wished to follow their own ways of life while in hospital; the question of feeding was a particular problem. The complications arising and the practical impossibility, in such circumstances, of having mixed wards needed no elaboration. While there was a demand for the now accepted system of general or group hospitals, there was no demand for mixed wards. It was, however, appreciated that differences in culture and customs existed within, and not only between, racial groups, and to meet this further difficulty a system of special wards for paying patients was to be introduced.

Difficulties in recruiting staff had proved an obstacle in the past, but the position in this respect had changed considerably. The question of salaries was no longer a problem and, taking the year as a whole, the rate of recruitment had been very satisfactory. During the year twenty new medical officers had arrived in the Territory and ten others either had accepted or had been offered appointment. At the end of the year, in addition to five senior medical officers and eight specialists, there were sixty-seven medical officers. There were also some sixty Asian and nine African doctors in the service. Additional medical officers had been posted to a number of stations and, in several cases, postings were made to districts in which there had previously been no government medical officers.

The aim was still to bring the number of medical officers up to the total of 120 recommended by Dr. Pridie, Chief Medical Officer of the Colonial Office, as a result of his tour of inspection, but it would not be possible usefully to employ that number until the general medical development plan had been much further advanced and more district hospitals and other facilities had become available. In the meantime some curtailment of recruitment was a regrettable necessity.

The Administering Authority was fully aware of the inadequacy of the present medical services and of the great amount remaining to be accomplished. There were certainly no grounds for complacency and it was regretted that the Mission should have gained the impression of such an attitude on the part of some officials, for it most emphatically did not reflect the attitude of either the Administering Authority or the Government of Tanganyika.

Two petitions²²³ examined by the Council at its eleventh session complained that the medical services were inadequate and asked that medical staff and hospitals should be increased. Suggestions were made for obtaining additional medical funds.

The Administering Authority in its observations²²⁴ on the petitions stated that the expansion and improvement of medical facilities were an important feature of the Territory's development plans. Means of increasing medical funds were constantly under review. In the district in question the expansion of local medical services was restricted more by shortage of staff than by lack of funds.

One petition²²⁵ from the Bukoba district suggested that to combat widespread venereal disease, centres

should be established, utilizing films, posters and lectures.

The Administering Authority commented²²⁶ that close attention was being paid to the problem of venereal disease in the Bukoba district. A proposal was being examined for the East African Medical Survey to take over the anti-venereal disease campaign. An additional medical officer had been appointed to the district and a Haya assistant medical officer was being sent there. It was hoped to increase the number of health visitors stationed in the district. The problem was largely a social one and in dealing with this aspect a special propaganda campaign would be conducted.

The Council adopted a resolution²²⁷ on the petition in which it considered that the approach adopted by the Administration to the problems of prostitution and venereal diseases, which recognized the need for social reform, should contribute to a solution, and expressed the hope that the Haya men would be brought to understand the wider social aspects of the problem and would recognize their responsibilities and co-operate in an effort to improve social conditions in the Bukoba District.

One petition²²⁸ alleged racial discrimination in the provision of medical facilities and that African patients suffering from malaria were denied quinine injections for experimental reasons. Opposition was also expressed to the recruitment of Asian doctors who it was alleged were interested only in their private practices and had not the slightest interests in African patients.

The Administering Authority stated²²⁹ that the statements regarding medical facilities were quite incorrect, as was also the allegation concerning anti-malarial treatment. The statement regarding Asian doctors was nothing less than a gross slander.

At its eleventh session the Council adopted the following recommendation:

The Council, while noting with approval that there has been some increase in the medical staff during the year under review, shares the view of the Mission and of the Administering Authority that the present medical and health facilities are inadequate for the needs of the Territory. The Council also notes with concern the statement of the Visiting Mission with respect to medical training and the standard of construction of hospitals, and recommends that every effort be made to achieve with the least possible delay the objectives of the Administration's medical development plan.

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

Status of women

The representative of New Zealand commended the Administering Authority on the very enlightened policy, as outlined in the Governor's statement, with regard to the improvement of the status of African women in the Territory.

The representative of France was gratified to learn from the Governor of the Territory of the importance

²²³ T/Pet.2/104, T/Pet.2/111. For action taken by the Trusteeship Council on petition T/Pet.2/104, see resolution 469 (XI).

²²⁴ T/953/Add.3 and 4.

²²⁵ T/Pet.2/104.

²²⁶ T/953/Add.3.

²²⁷ Resolution 469 (XI).

²²⁸ T/Pet.2/130.

²²⁹ T/953/Add.4.

he attached to the emancipation of the African woman. Experience in other parts of Africa had shown that women were a highly important evolutionary influence.

The representative of El Salvador noted with satisfaction the progress made in improving the status of women, and expressed the hope that this would continue in an uninterrupted manner.

Human rights and fundamental freedoms

The representative of the Union of Soviet Socialist Republics referred to the Criminal Code of Tanganyika which, in paragraphs 27 and 28, authorized any policeman to arrest without a warrant: (1) any person committing a breach of the peace in his presence; (2) any person seen by him at night on roads or other places who, in his opinion, had committed or intended to commit a crime or misdemeanour; and (3) any person with respect to whom he had reasonable grounds to assume that a warrant had already been issued. Moreover, any private person might arrest an individual who, in his opinion, had committed a criminal offence or whom he reasonably suspected of the perpetration of such an offence. It was clear that the provisions of the Criminal Code were directed against the indigenous population of the Territory who were not protected from arbitrary acts on the part of the police or European settlers. The Council should recommend that the Administering Authority put an end to its policy of crude violation of the rights and interests of the indigenous population.

The special representative of the Administering Authority noted the observations on the freedom of speech in the Territory. In this connexion, the Council would have noted what the 1951 Visiting Mission had stated, which was an entire confirmation of the first Visiting Mission's comments. This independent and unprejudiced evidence must surely be accepted as an entire refutation of any allegations to the contrary.

He further stated that the powers of arrest were no different from those in operation in other civilized countries. They were non-racial in character and were the normal provisions and not directed against any one section of the population. When quoting these provisions the representative of the USSR did not go on to quote the provision that was included, and which must be carried out, to produce all arrested persons before a magistrate.

Racial discrimination

The representative of the Union of Soviet Socialist Republics stated that the Criminal Code of the Territory, the prevalence of corporal punishment, unequal educational expenditures for Europeans and Africans, and unequal salaries paid to European and African teachers demonstrated that the Administering Authority was pursuing a policy of racial discrimination against the indigenous inhabitants. The Council should recommend that the Administering Authority put an end to the anti-democratic policy pursued with regard to the local indigenous population, the policy marked by racial discrimination and crude violation of the rights and interests of the indigenous population of Tanganyika.

Standard of living

The representative of New Zealand expressed the hope that the Administering Authority would be able to take some action toward improving the difficult living conditions of lower-paid Africans, particularly those in urban areas.

The representative of the Union of Soviet Socialist Republics stated that the Visiting Mission had demonstrated the low standard of living of the indigenous population of Tanganyika. Its report stated that the average income of a family in Sukumaland was 140 shillings a year. It was clear that such a low income meant living in a state of near-starvation. Furthermore, since education cost about 200 shillings a year per student in a secondary school and at Makerere College 800 shillings a year, as stated in paragraph 344 of the Visiting Mission's report, these people could not satisfy even the minimum education requirements for their children.

The special representative of the Administering Authority stated that, in the comments of the representative of the USSR, no mention had been made of free primary education. Fees for secondary education and for Makerere University College were mentioned but the provisions made for the remission of these fees and the extent to which these fees, in particular at Makerere, were not borne by the student or his family but by the Government of the Territory, were ignored. Furthermore, the reference to average income of a Sukumaland family was to cash income only. Cash income was used to meet the needs for which hard cash was required and not for subsistence for which an African peasant usually provided himself from his fields and from his herds.

Urban housing

The representative of New Zealand, noting the assurance of the Administering Authority that every effort was being made toward improving the housing programme, expressed the hope that it would be able to take some action toward improving housing standards.

Corporal punishment

The representative of China noted with disappointment that not only had the Administration taken no further steps to implement the recommendations of the General Assembly and the Trusteeship Council, but it had also withdrawn a bill to reduce the number of offences for which corporal punishment could be awarded; this would have been, in any case, only a half-way measure since the Assembly and the Council had asked for immediate abolition. He referred to petitions received by the Visiting Mission as evidence of the urgency of the matter, and considered that although the Administering Authority had stated the petitions did not represent the consensus of the Territory, the Legislative Council, in view of its non-indigenous majority and the manner in which its African members were selected, could not be taken to represent the views of the majority of the population. He expressed the hope that the Administering Authority would very seriously reconsider this question, to which the Assembly and the Council attached the greatest importance. Noting with approval from the Governor's statement that he had appointed a Com-

mittee to make a comprehensive study of the whole subject and particularly to ascertain African views, he looked forward to receiving further information on this investigation and, if possible, on the Administration's final decision to dispose of the matter in a manner satisfactory to all concerned.

The representative of the Union of Soviet Socialist Republics noted that corporal punishment still existed in the Territory and that the Administering Authority had failed to carry out the terms of the General Assembly resolution which called for its immediate abolition.

Medical and health services

The representative of the Union of Soviet Socialist Republics stated that health conditions remained unsatisfactory and that the Administering Authority was not taking measures to improve these conditions. Many diseases were widespread, and during the period under review there were cases of a serious epidemic of small-pox and plague. The Territory had 100,000 persons suffering from leprosy, only 5,000 of whom benefited from medical care in special institutions. There were only fifty physicians in the Territory with a population of nearly 8 million, or one for each 160,000 persons, as reported by the Visiting Mission. The number of hospitals and medical centres subsidized by the Government had not increased since 1948. The number of registered African doctors had decreased from nine in 1950 to seven in 1951 and the number of hospital beds available in 1951 had fallen, in comparison with 1946, from 4,465 to 4,436. The Visiting Mission, in paragraph 302 of its report, had pointed out that the number of hospitals did not correspond to the great need for medical care and that the hospital buildings were of a lower standard of construction than other government buildings such as prisons. In spite of the acute shortage of medical personnel there were no medical schools in the Territory. The Council should recommend that the Administering Authority increase the budgetary appropriation for health services.

The special representative of the Administering Authority stated that as far as medical needs were concerned, the Administering Authority knew that increased hospital facilities were required and that it had to press on with the facilities for training African staff. What was being done in this regard was fully set out in the annual report.

He further stated that the observations of the representative of the USSR were full of misrepresentations. It had been stated that there were only fifty physicians in the Territory, for example. However, the annual report showed that there were 109 official registered medical practitioners and 140 non-official, forty-six official licensed medical practitioners and thirteen non-official. With regard to the decrease of official African medical practitioners in 1951, he had already explained the circumstances resulting in a temporary decrease, including the accidental drowning of an outstanding member of the African medical staff. Thus, despite the fact that additional students had completed their medical training the actual number remaining in government service did show a regrettable decrease. In regard to leprosy, it was stated that only 5,000 people received treatment. This figure represented only the permanent

inmates of leprosaria and the information given about treatment centres and clinics was completely ignored. It was admitted that more hospitals and an increase in medical facilities were needed, but it was staggering to hear that the present hospitals were worse than gaols.

5. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General situation

Separate educational facilities exist in the Territory for the African, Asian and European communities. While the Government maintains a number of schools for each of these communities, the greater part of the educational effort is carried on by voluntary agencies which are aided by grants from government funds. In the field of African education, most of these agencies are religious missions. In order to be eligible for grants, voluntary agency schools must conform to recognized standards, follow the curricula established by the Educational Department, and submit to inspection by government inspectors. The over-all planning for the system of African education is carried out by the Education Department, while European and Indian Education Authorities, which were established in 1949 and have a majority of unofficial members, organize the system of education and allocate the funds available within their respective communities.

The following table shows the expenditure — derived from general territorial revenue, development funds, non-Native education tax or Native Treasuries — on African, Asian and European education in 1947, 1950, 1951 and 1952, and the number of pupils in 1947, 1950 and 1951:

Expenditure	African £	Asian ^a £	European £	Total £
1947	382,209	57,013	46,838	486,060
1950	868,393	372,389 ^b	262,725 ^b	1,503,505
1951 (estimated)	1,114,986	601,241 ^b	359,049 ^b	2,075,276
1952 (estimated)		(not available)		2,397,971
School children				
1947	119,262	10,499	884	130,645
1950	182,942	13,286	1,417	197,645
1951	210,949	14,445	1,655	227,049

^a Including figures for Asian education not under Indian Education Authority.

^b These figures include loans for capital works and proceeds from the non-Native education tax. The rate of the non-Native education tax was raised during the year under review.

The Administering Authority stated that the building up of a community well equipped to assume full social, economic and political responsibility depends on the educational advancement of the more backward sections of the community. The revised ten-year plan for African education designed to expand efforts towards that end was adopted during 1951.

The following tables give the number of primary, middle and secondary schools for African children in 1947, 1950 and 1951, and the pupils enrolled therein in those years, as well as the target figures for enrolment in 1956, which is the last year covered by the plan.

PRIMARY SCHOOLS (standards I - VI)

	<i>Government and Native Authorities</i>	<i>Voluntary Agencies</i>	<i>Total</i>
Schools			
1947.....	267	823	1,090
1950.....	354	1,024	1,378
1951.....	388	1,079	1,467
Pupils			
1947.....	30,830	92,301	123,131
1950.....	44,591	132,050	176,641
1951.....	50,822	149,229	200,051
1956 (target)	(not available)		310,000

MIDDLE SCHOOLS (standards V - VIII)

(These schools were introduced under the revised plan to replace District primary schools (standards V and VI))

Schools			
1951.....	20	57	77
Pupils			
1951.....	1,720	4,218	5,938
1956 (target)	(not available)		32,100

SECONDARY SCHOOLS (standards VII - XII)

Schools			
1947.....	10	13	23
1950.....	10	17	27
1951.....	11	17	28
Pupils			
1947.....	768	762	1,530
1950.....	1,186	1,219	2,405
1951.....	1,360	1,365	2,725
1956 (target)	(not available)		3,720

The present situation and targets under the plan with respect to industrial and vocational training, teacher-training, higher education and the education of girls are dealt with in the following subsections.

The General Assembly, the Trusteeship Council and the 1948 Visiting Mission have stressed the need for the expansion of the facilities at all levels for African education; they have at the same time noted the disparity in the facilities and expenditures for the education of children of the various racial groups, and suggested the possibility of introducing inter-racial primary and secondary education where the circumstances are favourable.

At its ninth session, the Council noted with satisfaction the policy, objectives and increased financial provision contained in the revised ten-year plan and expressed the hope that the revised programme would be completed if possible before the target date.

The 1951 Visiting Mission expressed the opinion that the quality of educational institutions in the Territory was good, that the system was efficiently administered and that the ten-year plan was being implemented in an energetic manner. The Mission noted, however, that the eighteen petitions²³⁰ and many other representations which it received from Africans on the subject of education indicated a widespread and urgent desire among them for a great increase in educational facilities of all kinds.

While considering that the target figure of 36 per cent attendance at primary schools by 1956 would represent a considerable achievement, the Mission

²³⁰ T/Pet.2/103, 104, 106, 110, 111, 120, 127, 130, 132, 134, 137, 140, 143, 144, 148, 151, 153, 154. For action taken by the Trusteeship Council on petitions T/Pet.2/104, 127, 144, 148 and 154, see resolutions 469 (XI), 477 (XI), 483 (XI), 485 (XI) and 488 (XI) respectively.

hoped that the general development of the Territory would permit an enlargement of the objectives.

One of the most frequent complaints of Africans was that only one in five of those completing the four-years' primary course would be eligible under the ten-year plan for further education, and many petitioners requested the establishment of more post-primary schools. In this connexion, the Mission considered that the targets for post-primary education under the plan were too limited. It stated that it was aware of the difficulties of making the considerable financial provision for a further increase, but that it was not convinced that all the necessary importance had been attached to education in the allocation of funds for the development of the Territory.

A second frequent complaint made by Africans was that the plan restricted educational development in the more advanced districts. The Mission noted that the Government considered that the main effort under the plan should be devoted to expanding facilities in more backward areas but had agreed to a moderate increase in facilities for the more advanced districts. The Mission considered that the Government should give some additional help to the Chagga and other tribes in advanced districts in return for a larger financial contribution by them. However, it noted that the Government considered that the principal difficulty was the shortage of teachers.

The Council adopted a resolution²³¹ on the petition from the Chagga Council in which it noted with satisfaction the desire of the petitioners to contribute to the rapid development of education in the Moshi District, and expressed confidence that the Chagga people would continue to co-operate to the fullest extent with the District Education Committee and that the latter would continue to pay due attention to the needs of the Chagga Native Authority schools.

While paying tribute to the highly useful part played by the religious missions in education, the Visiting Mission considered that in the further implementation of the ten-year plan, greater emphasis should be given to the establishment of new Government and Native Authority schools, particularly in the predominantly Muslim towns and coastal areas.

The Mission received three petitions²³² and a number of other representations from African and Asian sources to the effect that inter-racial education should be introduced, at least for secondary schools. The Mission noted the opinion of the Administering Authority that language difficulties made inter-racial primary education impracticable for the present time, and that the time to give consideration to such a system would be when adequate facilities for higher education were available in the Territory, and when the English language was widely understood. In this connexion, the Mission noted that it was intended to make six places available for Asians from East Africa in Makerere College, in 1952. The Mission, while of the opinion that the approach to the problem of establishing education in Tanganyika on a non-communal basis must be a gradual one, expressed doubt whether a basis as gradual as that

²³¹ Resolution 482 (XI).

²³² T/Pet.2/112, 116 and 120. For action taken by the Trusteeship Council on petition T/Pet.2/116, see resolution 473 (XI).

envisaged by the Administering Authority represented a sufficiently positive approach, in view of the urgent need to promote inter-racial harmony and to remove the causes of friction based on racial differences.

In view of the facility in English shown by pupils in the higher standards of the Asian and African secondary schools in Tanganyika, the Mission was convinced that the Government should give serious consideration to the establishment of a senior secondary school open to pupils of all communities.

In its annual report for 1951 and in its observations on the report of the Visiting Mission and on petitions, the Administering Authority stated that, while there was reason to hope that certain of the targets of the revised ten-year plan might be reached before 1956, the programme in general was based on what was considered to be a realistic appreciation of the situation and of the Territory's capacity to provide for the expansion of educational facilities. It was recognized, however, that the plan did not provide a complete answer to the problem and as greater resources of staff, finance and material became available, both the speed and scope of the programme would be increased.

The question whether a four-year period of primary education was sufficient was receiving particular attention from an educational mission, which had recently visited Tanganyika under the sponsorship of the Nuffield Foundation. In the meantime, every effort was being made to accelerate the programme for the provision of suitable "follow-up" literature.

The Administering Authority fully endorsed the view of the Visiting Mission regarding the need for Africans with higher education and stated that every effort would be made to expand the programme for post-primary education as far as was practicable.

As regards the question of financial provision, the Administering Authority was unable to agree with the comment of the Mission that insufficient importance had been attached to education in the allocation of funds for the development of the Territory, but stated that the need for making the greatest possible increase in such provision would be constantly borne in mind. The Administering Authority confirmed that, if any districts were in a position to go beyond their present targets, they would be given every possible encouragement to do so, both by direct assistance and in making use of their own financial resources. Nevertheless, the marked difference in the existing state of educational advancement constituted a serious problem.

On the question of inter-racial education, the Administering Authority stated that it was doubtful of the wisdom of starting other inter-racial educational centres before the system had been put into practice at Makerere College.

At its eleventh session, the Council adopted the following conclusions and recommendations:

The Council

(a) *Notes with satisfaction that the revised ten-year plan for African education represents a considerable improvement over the original plan, especially with regard to the targets of primary education, and that the plan is being implemented in an energetic manner;*

(b) *Shares the view of the Visiting Mission that the targets for post-primary education under the*

revised ten-year plan are too limited and expresses the hope that the Administering Authority will review the provisions of the Plan with respect to post-primary education with a view to expanding this part of the programme;

(c) *Notes with approval the increase in the number of Tanganyika students both at the Makerere University College and in the United Kingdom and, in view of the future need for a university in the Territory, welcomes the statement of the Administering Authority that the question of the establishment of a university college in Tanganyika is receiving active consideration;*

(d) *Notes with satisfaction the increased facilities for vocational and technical training made available in the Territory and expresses its confidence that, in view of the great need for technically trained Africans, the Administering Authority will continue its efforts in this important field of education.*

Industrial and vocational training

The following table shows the number of industrial and vocational training schools in 1947, 1950 and 1951 and the number of pupils enrolled therein:

	Government	Voluntary agency	Total
Schools			
1947.....	6	7	13
1950.....	7	18	25
1951.....	8	14	22
Pupils			
1947.....	265	187	452
1950.....	262	524	786
1951.....	535	556	1,091

The Council and its Visiting Missions have taken continued interest in the provision of facilities for such training. At the ninth session, the Council commended the Administering Authority for the projected establishment of the natural resources school, and expressed the hope that the recommendation in the revised ten-year plan for the establishment of two or three trade schools similar to the one at Ifunda would be adopted, and that particular attention would be given to the need for increasing facilities to train Africans for the administrative and technical services.

Eleven of the petitions²³³ received by the Visiting Mission contained requests for an increase in facilities for commercial, industrial and technical training.

In its annual report under review and in its observations on these petitions, the Administering Authority stated that the importance of increasing facilities for the technical education of Africans was fully recognized. The recommendation in the revised ten-year plan for the establishment of two or three trade schools, in addition to the one now being built up at Ifunda, had been adopted and work had been started on the building of the natural resources school. An institute to provide higher technical and commercial training was also to be established. The post of Superintendent of Technical Education was created during the period under review.

Teachers and teacher-training

The Administering Authority stated that one of the

²³³ T/Pet.2/103, 111, 112, 113, 130, 134, 137, 140, 144, 149 and 151. For action taken by the Trusteeship Council on petitions T/Pet.2/134, 137 and 144, see resolutions 481 (XI), 483 (XI) and 484 (XI) respectively.

major problems in educational development was the shortage of teachers.

The following table gives the number of teachers of all kinds taking part in African education in 1947, 1950, 1951, as well as the target figure for 1956:

	Government and Native Authority	Voluntary agency	Total
1947.....	(not available)		3,910
1950.....	1,411	3,244	4,645
1951.....	1,410	3,439	4,849
1956 (target)	(not available)	approximately	8,500

Of the teachers employed in 1951, 278 were Europeans and the remainder Africans.

Certificated African male teachers are classified into grade I and grade II. The former, with two years' professional training after completion of their secondary course to standard X, may teach in secondary schools and teacher-training centres and are allowed to teach English. Those holding the grade II certificate, with two years' professional training after completing the academic course up to standard VIII, may teach in primary schools in the vernacular. Certificated African women teachers must have had at least one year's professional teaching after completing their seventh year of schooling.

During 1951, 1,144 pupils were enrolled at thirty-five teacher-training establishments of whom 273 were at six government establishments and 871 at twenty-nine voluntary agency establishments. Comparable figures for previous years are not available. During the year under review thirty-nine new grade I and 481 new grade II men teachers obtained their certificates. In addition, twenty-six serving men teachers, previously uncertificated, gained grade II certificates. Thirty-seven women students obtained their grade II certificates and seven passed the examination for the women teachers' lower certificate. The targets under the plan are an average annual output during 1951-1956 of some sixty grade I teachers, seventy-seven grade I (agricultural) teachers, and 750 men and 375 women grade II teachers.

The General Assembly, the Trusteeship Council and its Visiting Missions have emphasized the importance of teacher-training facilities and have taken continued interest in the expansion of these facilities.

In the report for 1951, the Administering Authority stated in this connexion that every effort would be made to accelerate the expansion of teacher-training facilities under the revised ten-year plan.

Higher education

There are no facilities for higher education within the Territory, but those students who qualify for entrance to the University College of Makerere in Uganda are eligible for government bursaries covering the full cost of their time at the College. Aid is also extended for qualified students who wish to study in the United Kingdom. In 1951, forty-nine African students were at Makerere College and twenty-two were studying abroad, as compared with forty-two and fourteen respectively in 1950.

The ten-year plan envisages a possible total of 200 Tanganyika students at Makerere College by 1956 and states that, if accommodation at Makerere College and

funds allow, there would appear to be no reason why this target should not be reached, or even passed.

The General Assembly, the Trusteeship Council and the 1948 Visiting Mission have recommended that the Administering Authority should consider the establishment of an institution of higher education within Tanganyika itself and the provision of more scholarships for study overseas. At its ninth session, the Council expressed the opinion that the number of students attending Makerere College was still insufficient to meet the Territory's needs, and urged that every effort should be made to increase the number of students qualified for higher education.

Four petitions²³⁴ received by the 1951 Visiting Mission requested increased opportunities for study at overseas universities, not necessarily limited to those in the United Kingdom. The African Association requested that the United Nations should provide scholarships for this purpose. Nine petitions²³⁵ contained a request for the establishment of a college of university status in the Territory.

The Mission noted that three Africans had received government scholarships for study abroad in 1951 and hoped that the Administering Authority would take more active steps in that direction in the future.

While the facilities available at Makerere College and overseas would be sufficient for the time being, the Mission was informed that the Administration was already giving some consideration to the possibility of establishing, in due course, an institution of higher education in Tanganyika, and the Mission considered that the Administering Authority should give this matter detailed attention at an early date. The Mission hoped that some means would be found to provide legal training for Africans, either by establishing a law school in East Africa or by permitting persons to obtain the qualifications for the practice of law through study under practising lawyers.

In its observations on the Mission's report, the Administering Authority stated that it confidently expected an increase in the number of students qualifying for scholarships, but that it was regrettably true that in the past the results of sending students overseas had not always been successful. Now that full university courses were available at Makerere it was no longer necessary to send students overseas in order to obtain degrees. Except in the case of brilliant scholars who might go straight on to specialist courses, the wisest procedure would be for students to take their degrees at Makerere and then, after a period of some practical experience in their own chosen profession, to proceed overseas for post-graduate courses.

The Administering Authority stated that the question of establishing a university college in Tanganyika was already receiving active consideration. Such provision would doubtless have to be made by progressive stages and it was suggested that the initial stage should be to provide for the first two-year courses now given at Makerere, and gradually to build up beyond that stage to the full facilities of a university college.

²³⁴ T/Pet.2/103, 112, 120, 130.

²³⁵ T/Pet.2/106, 108, 111, 113, 120, 130, 134, 140, 144. For the action taken by the Trusteeship Council on petitions T/Pet.2/108, 134 and 144, see resolutions 469 (XI), 480 (XI) and 484 (XI) respectively.

Education of girls

The Administering Authority states that there is some opposition to the education of girls, particularly to post-primary education, on the part of the people in rural areas. At its sixth session, the Council recommended that the Administering Authority should give special attention to this question.

Attendance of girls in primary schools, most of which are co-educational, increased from 27,846 pupils in 1947 to 55,143 in 1951. In addition, in the latter year, 2,328 girls were attending middle schools and 141 were attending secondary schools, as compared with an attendance of 380 at post-primary schools in 1947. The 1951 Visiting Mission was particularly impressed with the degree of enthusiasm shown by teachers and pupils at the secondary and middle schools for girls which it visited.

School fees

All primary education in government schools is free. At secondary schools, boarding fees of 100 shillings a year (200 shillings at Tabora Senior School) are charged, while the fee for students at Makerere College is 800 shillings a year. School fees are charged in some Native Administration schools and fees at varying rates are charged at most voluntary agency schools. Fees are usually charged in Indian and European schools.

The General Assembly and the Trusteeship Council have declared that primary education should be free and that access to higher education should not be dependent on means. The 1951 Visiting Mission received two petitions²³⁰ and a number of other representations relating to the practice of charging school fees in certain instances and stating that the fees for secondary and higher education constituted a severe burden for Africans. The Mission was informed that there was provision for remitting some or all of the fees in necessitous cases, that such remissions were frequently arranged and that few, if any, of the Africans attending Makerere College were required to pay the tuition fee.

Referring to complaints made to it in Bukoba against the proposal to introduce fees of the order of 5 to 10 shillings per annum in Native Authority schools in that district, the Mission, while noting the explanation that in certain areas it was better to charge fees for education, as well as for other social services, as this created a better appreciation of their value, nevertheless considered that primary education should be free and that in the Bukoba District, in particular, there should be other means of raising funds for education.

In its observations on the report of the Visiting Mission and on the petition in question, the Administering Authority pointed out that the decision to charge a fee had been adopted by the local Education Committee after full discussion in tribal councils and on the understanding that fees would be remitted in necessitous cases. The Administering Authority had felt that the Bukoba District proposals should be allowed to take their course as a useful experiment.

²³⁰ T/Pet.2/142, 148. For action taken by the Trusteeship Council on petition T/Pet.2/148, see resolution 485 (XI).

Adult and mass education

In its 1951 annual report, the Administering Authority stated that community education in its full sense is synonymous with community development, and as such forms an integral part of general development schemes. In addition, the Social Development Department, through community welfare centres, is undertaking specialized activities.

The Administering Authority stated that a movement towards mass literacy had sprung up in several areas and had been fostered by administrative officers and by missionaries. A pilot scheme for a literacy campaign in the Pare District of the Tanga Province had been particularly successful and the 1951 Visiting Mission, referring to the great enthusiasm which had been generated by the campaign, expressed the hope that the lessons which were being learned in that area would be applied more broadly and considered that such a campaign would form a most useful adjunct to any general development scheme.

A plan for the establishment of broadcasting facilities at Dar-es-Salaam was noted with interest by the Trusteeship Council at its ninth session. In its most recent annual report the Administering Authority stated that the broadcasting services had been satisfactorily established during the year under review and that it hoped to expand them considerably at an early date.

Dissemination of information concerning the United Nations

At its eleventh session, the Council adopted the following recommendation:

The Council, noting the measure of success achieved in the implementation of the resolutions of the Council regarding the provision of information on the International Trusteeship System and on the United Nations, endorses the practical suggestions of the Visiting Mission and the Administering Authority, particularly in regard to the translation of such information into Swahili for dissemination among wide sections of the Tanganyika population.

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

General situation

The representative of the United States of America expressed interest in the study of educational policy recently made in the Territory under the auspices of the Colonial Office and the Nuffield Foundation. He hoped to see some elaboration of the conclusions of this study in the next annual report.

The representative of New Zealand stated that much remained to be done in the field of education but, while aware of the difficulties outlined by the Administering Authority in commenting on the Visiting Mission's report, he felt confident that it would continue to exert its utmost and customary efforts to overcome them.

The representative of France was highly satisfied to learn of the importance attached by the Governor of the Territory to education.

The representative of the Union of Soviet Socialist Republics stated that educational conditions remained quite unsatisfactory and, even though illiteracy was almost complete, the Administering Authority was not adopting measures to ensure progress in education. Even if the ten-year plan were put into effect in its entirety, at the end of that period only 36 per cent of the children of school age would receive a four-year education in the primary schools. Only one out of five African students completing standard IV would be given an opportunity to continue his education.

He further stated that racial discrimination was applied to the indigenous population with regard to educational expenditures. The figures given in the Visiting Mission's report showed that the expenditure for one African student was thirty-nine times less than the expenditure for one European student. The Council should recommend that the Administering Authority increase the budgetary appropriations for educational and other cultural needs.

The representative of El Salvador felt that there had been considerable progress in the field of education.

The special representative of the Administering Authority stated that the comments of the representative of the USSR on education were full of misrepresentations. It was alleged that nothing had been done, the development plan was despised and the usual observations were made about the difference in the financial provision per capita made for the various communities. This question had been dealt with during the questioning period when it was explained that, under the existing arrangements, the non-African communities were called upon to pay very largely and very heavily themselves for the education of the children of their communities. They produced the funds and had their own authorities controlling the expenditure. The total figures provided for the education of these communities had been quoted by the representative of

the USSR, but no attempt had been made to show how they were made up.

Teachers and teacher-training

The representative of the Union of Soviet Socialist Republics stated that racial discrimination against the indigenous population was evident in the salaries paid to Europeans and African teachers. The minimum wage of an African teacher was almost ten times less than that of a European teacher.

Higher education

The representative of the Union of Soviet Socialist Republics stated that there was not a single institution of higher learning for a Territory with nearly 8 million inhabitants.

The representative of El Salvador expressed the hope that the Administering Authority would intensify its efforts for the establishment of an institution of higher education for the indigenous population, and while aware of the difficulties involved, believed that with goodwill early success might be achieved in this field.

Dissemination of information concerning the United Nations

The representative of China found commendable the efforts of the Administering Authority in disseminating information on the United Nations, and considered that such further material as was required by the Administering Authority should be supplied by the United Nations Department of Public Information.

The representative of the Dominican Republic, noting the work being done for disseminating information concerning the United Nations, considered it most desirable to put the community in closer touch with the United Nations and hoped that a strong effort would be made to disseminate a consciousness of the Trusteeship Council and information about its work, particularly with regard to Tanganyika.

Chapter II

RUANDA-URUNDI

1. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

Land and people

Ruanda-Urundi is situated in Central Africa, between latitudes 1°04'30" and 4°28'30" south, and longitudes 28°50' and 30°53'30" east of Greenwich, covering a total area of 54,172 square kilometres. It is bounded on the north by Uganda, on the east and south by the Trust Territory of Tanganyika and on the west by the Belgian Congo.

The country is mountainous, some peaks rising to over 2,500 metres. Most of the Territory consists of a high plateau varying between 1,200 and 2,000 metres in altitude and of temperate climate. The capital, Usumbura, is situated on Lake Tanganyika at an elevation of 700 metres. The climate at Usumbura is tropical.

Rainfall varies from area to area. It is extremely irregular in both volume and distribution.

On 3 January 1952, the non-indigenous population numbered 4,325 Europeans (3,733 in 1950), 1,498 Asiatics (1,895 in 1950), 100 non-indigenous Africans (68 in 1950) and 1,370 half-castes (1,207 in 1950). The indigenous population living under the authority of chiefs was estimated in 1950 at 3,904,779. In addition, in 1951 there were 62,261 indigenous inhabitants living in extra-tribal areas who were not subject to the authority of chiefs (53,015 in 1950). In normal circumstances the population of Ruanda-Urundi seems likely to increase by 100,000 annually; at that rate it would double in less than forty years.

The indigenous population is composed of a Bantu majority (the Bahutu) which accounts for more than 90 per cent of the population; a Hamitic minority (the Batutsi) which constitutes the governing aristocracy and gives Ruanda and Urundi their ruling families and pastoral nobility; and a few thousand pygmies (Batwa). Each of the two states (*pays*) into which the Territory is divided, Ruanda and Urundi, is headed by a king (Mwami; plural — Bami).

The administrative capital of the Territory is Usumbura, which in 1951 had a population of 1,868 Europeans, 971 Asiatics and 20,450 indigenous inhabitants.

Ruanda-Urundi was part of former German East Africa. The Territory was placed under Belgian Mandate by a decision of the League of Nations dated 31 August 1923. On 13 December 1946, the General Assembly approved the Trusteeship Agreement for Ruanda-Urundi and this Agreement was in turn ratified by Belgium by the Act of 25 April 1949.

In 1948, the first Visiting Mission of the Trusteeship Council visited Ruanda-Urundi. A second Mis-

sion visited the Territory from 24 July to 13 August 1951 and reported that substantial progress had been made since the first visit.

Ten-Year Plan

A Ten-Year Plan for the economic and social development of Ruanda-Urundi was prepared in 1949-50 and was approved and published in 1951 by the Ministry of the Colonies. The Plan is not as rigid as a statute nor is it mandatory. It is to be put into operation progressively, beginning in 1952, with funds from an extraordinary budget to be voted by the Belgian Parliament. A summary of the Plan was annexed to the Belgian Government's annual report on the administration of Ruanda-Urundi for 1951, but the Administering Authority emphasized that, in communicating it, the Government did not intend that the Plan should be discussed by the Council when the annual report was examined. It added that future annual reports would enable the Trusteeship Council to follow and appraise the progress made in implementing the Plan.

The main points of the Plan are briefly summarized in succeeding sections of the present chapter under the different headings to which they refer; relevant comments of the 1951 Visiting Mission are also reproduced.

The Mission emphasized that the Plan could not succeed without the co-operation of the indigenous inhabitants, and was glad to note that the significance of that fact had been realized by the Administering Authority. The introduction to the Plan contains the following words: "It must be realized that without the indigenous inhabitants, without their collaboration, it would *a priori* be impossible to achieve anything and nothing would be worth even attempting."

At its eleventh session, the Trusteeship Council adopted the following conclusion:

The Council notes the considerable progress achieved in the Trust Territory in the period under review; welcomes the assistance it received in its examination of the annual report from the valuable report of the Visiting Mission of 1951; and notes with particular interest the publication of the Ten-Year Plan for economic and social development and the important reforms about to be implemented in the indigenous political structure.

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

Report of the Visiting Mission

The representative of Thailand endorsed the observations and recommendations of the Visiting Mission,

pointing out that its report included only such conclusions as it conscientiously believed to be supported by sound reason.

The representative of China congratulated the Visiting Mission for its excellent report; he was in general agreement with all the observations and conclusions.

The representative of New Zealand believed that the Trusteeship Council would wish to take note with approval of the recommendations and observations contained in the Visiting Mission's report.

The representative of the United States of America stated that his delegation generally endorsed the conclusions and recommendations of the Visiting Mission.

General considerations

The representative of Thailand stated that in the economic and social fields the Administration had achieved most satisfactory progress and its achievements regarding the material welfare of the inhabitants deserved praise. He particularly stressed the generous contribution made towards the welfare of the Territory by the Belgian Government and people through grants from the Indigenous Welfare Fund.

The representative of France considered that there had been progress everywhere towards the attainment of the objectives set forth in Article 76 of the Charter, especially in the economic field. On the basis of the examination of the annual report, he felt no anxiety with regard to the future of the Territory. Its problems had been correctly assessed and analysed and adequate solutions applied. Furthermore, he believed that the fundamental problem of the Territory, namely, that of over-population, had been satisfactorily explored and analysed by the Administering Authority, which had, with method and realism and in a spirit of broadmindedness and generosity, sought to apply effective solutions.

The representative of New Zealand stated that the Administration deserved the highest commendation for what it had done in the economic and social fields. The record of progress was a very creditable one and he believed that the Administering Authority was approaching its tremendous task with vigour. The density of the population, coupled with the very uneven fertility of the land, might create in times of drought the basic problem of an insufficiency of food. Probably it had been that problem which had led the Administering Authority to concentrate on improving the economic and social welfare of the people rather than on fostering, to the same extent at any rate, their political development.

The representative of the United States of America said that his delegation considered that very satisfactory progress had been made by the Administering Authority, particularly in the economic and social fields. Progress in the political field appeared to be somewhat less marked, although there were encouraging signs of development. In general, the Council had reason to conclude that the Administering Authority was conscientiously and energetically tackling the very difficult problems which it faced. His delegation felt that on the whole the report of the Visiting Mission confirmed this encouraging impression.

The representative of the United Kingdom expressed confidence that steady progress was being made

towards the fulfilment of the aims of the International Trusteeship System. The Administering Authority was successfully continuing its policy of the gradual adaptation of existing and deeply-rooted institutions to a more modern organization of society.

The representative of the Dominican Republic said that the Administering Authority had not submitted many observations on the conclusions of the Visiting Mission; those which it had submitted seemed to emphasize the great difference which existed between the Administering Authority's conception of the administration of the Territory and that held by the Council and the General Assembly by virtue of a direct interpretation of Chapter XIII of the Charter. It could be said in a general way that the Belgian administration had achieved material concrete progress in the Territory. There had been progress in the economic and agricultural fields and in the solution of the inherent problems of a country subject from time to time, in particular, to long periods of drought. There had also been progress in certain social activities, although not equally in all sections of that field, and in the field of primary education and in the admirable Astrida school group. Nevertheless, there were important shortcomings which called for prompt and sincere action. A reform was needed of the laws which regulated the whole political system of the Territory, its status and the status of the inhabitants, and the laws which protected freedom of expression must be made to exist not only on paper but also in reality. The impression must not be given that a period of trusteeship lasting fifty or one hundred years was envisaged for Ruanda-Urundi. The disappearance of the ghost of a dead colonialism should strengthen two things in the Territory: in the first place, the progressive participation of the indigenous inhabitants in the government, in co-operation with the Europeans; and in the second place the exercise and the guarantee of the right of petition. Neither his delegation nor the Visiting Mission was calling for drastic measures; but there were in the Territory many advanced elements who knew where they were going and who were aware of the point at which their ideals and opportunities were being restricted. His delegation wished to pay tribute to all the Belgian officials in the Territory who were interpreting in a healthy way the principles of the Trusteeship System. It recognized the worth of the Administering Authority's work, and the great efforts which were being exerted in many fields, all of which it had never wished to minimize. It believed in the sincerity of the Administration, which was clearly demonstrated in the Ten-Year Plan and in such institutions as the Indigenous Welfare Fund. The problems were great, but they were in the hands of an Administering Authority of glorious tradition whose achievements for world civilization were well known.

The representative of the Union of Soviet Socialist Republics stated that, owing to the Administering Authority's policy, the indigenous inhabitants lived in very difficult conditions. Even from the incomplete information to be found in the report, as well as from the facts brought forward in petitions and in the report of the Visiting Mission, the conclusion could be drawn that the Belgian Government was not carrying out the provisions of the United Nations Charter and was not promoting the political, economic, social and educational advancement of the indigenous population.

The special representative of the Administering Authority stated that the Administration was pursuing the same goals as the Council, and was in more direct touch with the difficulties which certain achievements presented. It would give full attention to the Council's recommendations, and would take account of them as far as possible. It would also be guided by the recommendations contained in the report of the Visiting Mission. He observed that the general conclusion of the Visiting Mission and of several delegations was that real progress had been made, although in the political field it had been too slow. The Administration considered that a minimum of economic security must be ensured for the population. Political and social progress must no doubt accompany other progress, but experience had shown that economic progress conditioned progress in other fields. As stated in the Ten-Year Plan, the Territory, before reaching autonomy, must build its economic system on a solid and definite basis; the social structure must be adapted to democratic principles and, while the population was being educated, it must acquire sufficient political training.

Ten-Year Plan

The representative of China expressed the hope that the Administering Authority would do everything in its power to implement the Plan as nearly to schedule as possible. The nature of the Plan in the field of educational advancement was satisfactory in many respects. He hoped that the provisions of the Plan with regard to secondary and higher education, as well as other aspects of the vast field of learning, would be put into effect as speedily as possible.

The representative of France stated that the Plan gave particularly convincing proof that the Administering Authority had, with method and realism and in a spirit of broadmindedness and generosity, satisfactorily explored and analysed the problems confronting it in the Territory.

The representative of New Zealand welcomed the long-term and comprehensive Plan and recognized the importance that it would have for the Territory. He felt that it would be appropriate for the Council to commend the Administering Authority for the foresight and preparation that lay behind the Plan. In welcoming it, he hoped that its implementation would proceed with energy and vigour, adding that he was looking forward to information in future annual reports on its operation.

The representative of the United Kingdom considered that the publication of the Plan had been the most notable development in the period under review. It appeared that, by the measure of estimated expenditure, no less than 68 per cent of the effort would be devoted to economic development; 8 per cent to research, mainly in the economic field; and only 24 per cent to social services. The emphasis on the productive side was much heavier than was normal in the plans for the African Territories for which the United Kingdom Government was responsible. Many of those plans, however, had recently had to be modified in the direction of greater concentration on activities likely to enhance the future revenues of government for the support of expanded social services. The pattern of the Belgian programme might, therefore, be the more realistic approach to the problem, although economic

development was fully satisfying to people only when it was reflected in a rising standard of living and greater opportunities and facilities for health and education.

2. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

In its report for 1949, the Administering Authority pointed out that on no account should it be forgotten that full political capacity was, chronologically, the last aim to be achieved and that a prerequisite, on the part of the indigenous population, was a sufficient measure of maturity in economic, social and educational matters.

The Administering Authority also pointed out that the indigenous population, with the exception of a few educated persons, ceased to take any interest in efforts made on its behalf in political matters, and even in economic matters, as soon as they went beyond the limits of its immediate concern.

At its ninth session, the Trusteeship Council noted that among the fundamental problems in the Territory were the development of an organized electorate and representative political institutions at the local level, and the constitution of a representative central legislative body with real powers and responsibilities.

The 1951 Visiting Mission noted that the Administration had felt obliged, so far, to give precedence to development in the economic, social and educational fields and that political development had lagged behind. It considered that participation of the indigenous inhabitants in the Ten-Year Plan should involve as a corollary greater participation in the administration of the Territory, and noted that the Administering Authority proposed to introduce a plan for the reform of the political structure.

Administrative union with the Belgian Congo

The Territory of Ruanda-Urundi was united administratively with the Colony of the Belgian Congo by the Act of 21 August 1925.²³⁷

Status of the inhabitants of the Territory

The indigenous inhabitants of Ruanda-Urundi are known by that term (*indigènes du Ruanda-Urundi*). Their legal status has been determined by the Act of 21 August 1925, article 5 of which provides that rights granted to the inhabitants of the Belgian Congo by the laws of that Territory extend, subject to the qualifications contained therein, to persons under the jurisdiction (*ressortissants*) of Ruanda-Urundi. The term "indigenous inhabitants of Ruanda-Urundi" has not been defined by law. Each problem arising from the situation is settled either by administrative or by court decisions, which are gradually forming a body of doctrine and jurisprudence.

²³⁷ The results of further study by the Council of the administrative arrangements between Ruanda-Urundi and the Belgian Congo may be found in the special report of the Council on administrative unions affecting Trust Territories, A/2151, *Official Records of the General Assembly, Seventh Session, Supplement No. 12*.

In view of the special status of the Trust Territory, the 1951 Visiting Mission considered that the Administration should give its attention to the question of defining more precisely the status of the inhabitants of Ruanda-Urundi and that the rights of the indigenous inhabitants should derive from the legal status of Ruanda-Urundi, and not from rights enjoyed by the indigenous inhabitants of the Belgian Congo.

Legislative and executive powers

Supreme legislative power is exercised by the Belgian Parliament; its enactments are called "Acts" (*lois*). Ordinary legislative power is exercised by the Crown in the form of decrees which, except in cases of urgency, are submitted to the Colonial Council (an advisory council sitting in Belgium). The Governor-General of the Belgian Congo has power to issue legislative ordinances in cases of urgency. Decrees and legislative ordinances are not applicable to Ruanda-Urundi unless they are expressly stated to be applicable, or unless the Governor of Ruanda-Urundi makes them applicable.

In cases of urgency, the Governor may temporarily suspend the validity of decrees and sign ordinances having the force of law.

Executive powers are vested by law in the Governor, who exercises them by means of ordinances.

Since 1947, there has been a Council of the Vice-Government-General of Ruanda-Urundi. This is a purely advisory body which meets for some days each year and examines budgetary proposals, considers any questions submitted to it by the Governor, and is authorized to submit recommendations to the Government. Originally the Council was composed of twenty-two members, seven being *ex officio* members and fifteen appointed, all Europeans, five of whom represented more particularly the indigenous inhabitants.

At its third session, the Trusteeship Council considered that the Administering Authority might find it possible to give the indigenous population direct representation in the Council. The first Visiting Mission in 1948 recommended that the two Bami and three or four notables or chiefs each from Ruanda and from Urundi be appointed as members of this Council, and that the Council be developed into a legislative body in the near future.

In 1949, the Administering Authority made the two Bami *ex officio* members of the Council and appointed indigenous notables as their alternates. In 1950, an African priest and three important chiefs were invited to attend meetings; in 1951, when the terms of office of Council members were renewed, the same priest was appointed as a full member with a chief as his alternate. The two other representatives of the indigenous inhabitants are Europeans, namely, the Apostolic Vicar of Urundi and the legal representative of the Alliance of Protestant Missions of Ruanda-Urundi. Five chiefs were invited to attend the meetings of the Council in April 1951.

Taking into account the fact that the Council of the Vice-Government-General was still a consultative body, and considering that it might become a valuable medium for political education, the Trusteeship Council, at its ninth session, recommended the Administering Authority further to explore the possibilities of developing

the importance of that organ of government, and expressed the hope that the Administering Authority would soon be able to review the functions of the organ with a view to delegating to it some powers of legislation. It also recommended that the number of African members on the Council be further increased.

The 1951 Visiting Mission was of the opinion that the Council of the Vice-Government-General, in its present form, was of very little political significance, was not representative of the population as a whole, and did not derive its membership from the institutions of the two states (*pays*). It considered that the Council could not satisfactorily exercise powers of legislation for the Territory as a whole without substantial changes in its composition involving a clear relationship to indigenous institutions in the two *pays*. Pending further developments of the political institutions of the two *pays* and a careful study of the relationship between them and a central legislative body, the Council, with increased African representation, could usefully be retained as an advisory organ and as one that would provide indigenous persons with experience in the processes of government.

At the eleventh session of the Trusteeship Council, the special representative of the Administering Authority stated that the composition of the Council of the Vice-Government-General had been studied by the Administration with a view to making the interests of the indigenous inhabitants predominant. In that event, only nine of the twenty-two members of the Council would defend interests opposed to those of the indigenous inhabitants. Even that was quite theoretical because the representatives of the chambers of commerce, of farmers' associations, and of employers and employees, chosen because of their knowledge of African affairs and representing certain non-indigenous inhabitants, knew perfectly well how important it was that the indigenous and non-indigenous inhabitants should co-operate and how closely linked were their interests. The interests of the indigenous inhabitants were protected much more effectively by the officials, the magistrates and the missionaries than by themselves. At the present time, few Africans were prepared to sit on the Council. Their number would increase progressively according to the possibilities, but to replace certain members of the Council by Africans would be a grave mistake. He disagreed with the Visiting Mission's view that in the composition of the Council no account was taken of the institutions of the two states. The two states were represented on the Council. The two Bami, the two Residents and the religious authorities were members, the former *ex officio* and the religious authorities *de facto*. He could not see how the institutions of the states could have been better taken into consideration.

At its eleventh session, the Trusteeship Council adopted the following recommendation:

The Council, noting with interest the value of the Council of the Vice-Government-General as a means of affording to the indigenous inhabitants experience in the processes of government, recommends that the Administering Authority consider expanding the membership of the Council in order to ensure the representation and participation of all important indigenous interests.

Administration

The administration of the Territory is under the authority of a Governor, who is assisted by a Provincial Commissioner and by a staff of officials appointed to the various administrative departments. In 1951, 120 European officials were employed in the general administration as against 131 in 1950. The Territory is divided into two Residencies, Ruanda and Urundi, which are divided into eight and nine administrative districts (*territoires*) respectively. The number of Europeans employed in local administration rose in Ruanda from 127 in 1950 to 156 in 1951, and in Urundi from 146 to 201.

In 1951, the civil service included in the permanent staff 451 literate Africans in subordinate posts such as bookkeepers, clerks, etc. The Administration also maintains a corps of 282 indigenous police, and many other Africans are employed as assistant hospital attendants, labourers, etc. In 1950, the figures were respectively 451 and 282.

At its third and ninth sessions, the Trusteeship Council had emphasized the importance of increased indigenous participation in the responsibilities of administration and, at its ninth session, it had recommended in particular that increased opportunities should be provided for the advancement of qualified Africans into the higher ranks of the European administrative service and to that end, that the establishment of a training programme for African personnel should be considered, including the possibility of specialized training abroad.

The 1951 Visiting Mission considered, first, that the possibilities of Africans qualifying for responsible positions depended upon the opportunity they had to prepare themselves for such positions but that, secondly, those possibilities were at the moment very limited, although the Administration planned to develop secondary and higher education. It seemed that, given the benefit of an intensive training programme either in Africa or abroad, students from certain sections of the Astrida school would be able to render more valuable service and could eventually rise to positions of responsibility. The Mission concluded that the Administration should endeavour to provide or secure scholarships, under which indigenous inhabitants of the Territory might study abroad, and felt that consultation with UNESCO and the Technical Assistance Administration of the United Nations might be useful in that connexion.

The Visiting Mission also stated that it had received complaints from indigenous inhabitants in the central Administration that the salaries were inadequate.

At the eleventh session of the Council, the special representative of the Administering Authority stated that the Visiting Mission had not examined in its correct light the question of giving Africans posts in the Administration. Ruanda-Urundi was entrusted to the Belgian Administration. The administrative personnel was naturally Belgian and it was normal that the indigenous inhabitants should have, as long as the Territory was under Trusteeship, only modest jobs. But alongside of that Administration, and parallel with it, there existed a powerful indigenous organization from the sub-chief to the Mwami. If the future independence

of the Territory was taken into consideration, it seemed that it should be achieved as the result of the progressive transfer of powers from non-indigenous authorities to indigenous authorities—and not by the introduction of indigenous persons into the Belgian Administration, the final result of which would be merely to perpetuate the co-existence of two Administrations and divide the indigenous officials and, perhaps, set them in opposition. Moreover, the statement by the Visiting Mission that only the central Administration could for the present provide the majority of Africans with the opportunity to aspire to positions of responsibility some day was not correct. In Ruanda-Urundi, the non-indigenous staff totalled only 404, whereas there existed, in addition to the two *pays*, eighty-seven chiefdoms and 1,118 sub-chiefdoms. The important posts were therefore much more numerous in the indigenous Administration than in the central Administration. It was not unusual to see officials with posts in the central Administration give up those posts for more interesting positions as chiefs or sub-chiefs.

At the eleventh session, the Council adopted the following recommendations:

The Council, recalling that at its third and ninth sessions it had emphasized the importance of increased indigenous participation in the responsibilities of administration, draws the attention of the Administering Authority to the views expressed by members of the Council at its eleventh session on the existing duality of the administrative structure and the difficulty which it appears to present to the development of a territorial government in which the indigenous inhabitants may play a full part; and invites the Administering Authority to include in its next annual report a full explanation of its policy in this matter and of the means by which the difficulties involved in it may be overcome.

The Council, recalling its previous recommendations on this matter, and noting the increase in the number of indigenous inhabitants employed in the Administration and the training facilities which have been provided, recommends that the Administering Authority continue to develop opportunities for indigenous inhabitants to enter the public service by measures which may include the granting of scholarships for education and training abroad and which should be designed particularly to equip indigenous inhabitants for higher posts in the Administration. The Council in this connexion invites the Administering Authority to undertake a review of the wage and salary scales for employees of the Administration in order to determine whether they are adequate from the points of view of both the prevailing cost of living and the desirability of encouraging the most suitable persons to enter the public service; and invites it to include information on this matter in its next annual report.

Indigenous political structure

The Territory is divided into two indigenous states, or *pays*—Ruanda and Urundi, each headed by a Mwami who is chosen according to Native custom and is invested by the Governor. The chiefdom (*chefferie*) is the fundamental element in the political organization, which is based on the principle of indirect rule. Both *pays* are divided into chiefdoms under chiefs who are appointed by the Mwami in accordance with cus-

tomary law and invested by the Governor. There are fifty-one chiefs in Ruanda and thirty-six in Urundi. Each chiefdom is divided into sub-chiefdoms, the heads of which are appointed by the Mwami and invested by the Resident. There are 628 sub-chiefs in Ruanda and 499 in Urundi.

Councils for Ruanda, for Urundi and for the various chiefdoms assist the Bami and the chiefs; consultations with these Councils are mandatory in certain cases.

The *pays* and the chiefdoms have autonomous budgets and treasuries, the administration of which is in principle entrusted to the indigenous authorities; inasmuch, however, as the latter's inexperience prevents them from administering these treasuries themselves, as a temporary measure the treasuries of the *pays* are administered by the Residents, and the treasuries of chiefdoms by the district administrators with the collaboration of the indigenous authorities. In 1951 an accounting system was worked out and applied, giving the indigenous authorities a very large part in managing the finances of their localities. The administrative funds were distributed and separate accounts kept for each locality. In the opinion of the Administering Authority, the experiment has proved disappointing. The indigenous clerks were found incapable of keeping elementary accounts correctly and there were numerous cases of embezzlement. Efforts would have to be made to devise a better system.

The Bami, the chiefs and the sub-chiefs are responsible for indigenous administration and for numerous functions prescribed by law. For instance, it is their duty to inform the members of their districts of the regulations and decisions made by the higher authorities and to convey the wishes of the population to the latter; they are required, *inter alia*, to co-operate in the collection of taxes, to report offences to the court authorities and to see that work which the indigenous districts are required to do is performed. In traditional matters, unless legislation expressly provides otherwise, the Bami, chiefs and sub-chiefs exercise their authority to the extent and in the manner prescribed by custom, subject to the proviso that custom must not be contrary to public order. European authority is exerted over the indigenous authorities by means of either advice or veto.

The 1951 Visiting Mission considered that, although ordinarily the European Administration consulted the Bami and some chiefs on measures affecting the indigenous inhabitants, the indigenous authorities were generally restricted to a very limited field of action and, except in the exercise of their judicial functions, occupied a subordinate position.

The chiefdom is administered by a chief, who is assisted by a secretary, the police of the chiefdom and messengers. The 1951 Visiting Mission felt that the importance of service under the traditional indigenous organization depended on the degree of development of local government and concluded that, to meet the increase in the responsibilities of local government which would accompany the Territory's political development, the services of better qualified officials would be required. It was, therefore, very important to attract more educated Africans into local government employment. The Mission obtained little information concerning the rates of pay and other conditions of ser-

vice of Africans employed by the indigenous organizations, but it considered that the Administration should take steps to put their employment on a regular basis, with a view to improving their pay and regularizing their other conditions of employment. This might open the way in due course to the creation of a unified service for local government employees, offering the possibility of interchange of personnel between the various organs of local government.

The indigenous inhabitants were formerly required to pay numerous levies or tributes, either in kind or in labour, to the Bami, the chiefs and the sub-chiefs. These levies have been gradually reduced by the Administration. In 1947, all payments in kind were compulsorily redeemed and replaced by payments in cash to the Bami and the chiefs. In 1948, the redemption of levies in the form of labour was also made compulsory, so that all tribal dues have now been replaced by taxes payable in cash.

Political reform

At its third session, the Trusteeship Council had invited the Administering Authorities to study the desirability and feasibility of gradually establishing one system of government in which both Europeans and indigenous inhabitants would participate, and in which the indigenous inhabitants would assume eventually the principal functions and responsibilities.

The first Visiting Mission in 1948 considered that the customary framework which had been preserved was no longer an obstacle to political progress within the meaning of the United Nations Charter, for the present indigenous society already possessed, in embryo, all the potentialities of a new democratic organization in which the peoples of the Territory would be self-governing. Consequently, the Mission felt that the indigenous authorities should progressively be given fuller participation in the direction of the Territory's affairs. It suggested that they should gradually be taken into closer consultation on matters which clearly transcended petty local interests; that they should be consulted on questions which concerned the country as a whole and not exclusively African affairs; and that they should be associated with administrative and general political problems aiming at higher levels of local administration.

The Visiting Mission also expressed the view that the general attitude of paternalism of the European Administration towards the indigenous authorities might perhaps be reviewed in some respects and that the latter should be made increasingly aware of the possibility of taking part on an equal footing with the Administration in the direction of political affairs.

In its report for 1948, the Administering Authority remarked that a very important reform, which would probably become operative in 1949, was being studied. In its report for 1951, the Administering Authority stated that a plan for a thorough reform of the political organization had been submitted to the Governor-General of the Belgian Congo by the Governor of Ruanda-Urundi in 1950 and placed before the Colonial Council in 1951.

Under this plan, as contained in a draft decree, the Territory of Ruanda-Urundi would remain divided,

according to tradition, into two *pays* and into chiefdoms and sub-chiefdoms.

Each of these indigenous administrative subdivisions would have a council, the composition of which would be carefully organized according to a representative system suited to the stage of development of the population and to the indigenous mentality. In addition, a council would be organized at the district level to deal with all questions common to the localities making up the district.

The council of each sub-chiefdom would consist of from five to nine notables chosen by and from the notables of the sub-chiefdom, with the sub-chief as president. The council of each chiefdom would be composed of from five to nine persons elected by and from the sub-chiefs of the chiefdom, and from five to nine other notables elected by an electoral college of three notables for each sub-chiefdom, appointed by the council of the sub-chiefdom; its chairman would be the chief.

The chairman of the district council would be a chief elected by the council from among its members; the council would be composed of all the other chiefs of the district, an equal number of sub-chiefs elected by their peers and a number of notables equal to the total number of chiefs and sub-chiefs, elected by an electoral college composed of three notables for each chiefdom, appointed by the council of the chiefdom.

Lastly, the council of the *pays*, with the Mwami as chairman, would be composed of all the chairmen of the district councils, an equal number of notables elected by the district council, four persons chosen for their knowledge of local social problems and the religious aspirations of the inhabitants, and three representatives of the indigenous population holding the civic merit certificate, the seven last named being co-opted by the other members of the Council. These various councils would have to be consulted on all matters of concern to the districts; the consent of the councils of the *pays* and of the chiefdoms would be required, in many cases, to validate decisions of the Mwami or the chiefs acting within the limits of their powers as recognized by the decree.

As a counterpart to the control to be exercised by these assemblies over the actions of the indigenous authorities, the draft decree proposed to extend the latter's powers, particularly in certain matters formerly reserved to the European authorities: demarcation of the boundaries of the chiefdoms and sub-chiefdoms, power to ban residence in certain areas, decisions as to the number and salaries of the police, determination of the agricultural programme and of individual work programmes, redemption of customary levies, imposition or special taxes (*centimes additionnels*) approval of expenditure, etc.

A permanent deputation to the council of the *pays* would be responsible for supervising the councils of the chiefdoms and sub-chiefdoms and for enforcing decisions and regulations made by the Mwami with the consent of the council of the *pays*.

Since the full text of the draft was not made available to it, the 1951 Visiting Mission was not able to comment in detail. It did state, however, that it had the impression that there was scarcely any contact at the present time between the indigenous authorities of Ruanda and Urundi; and that, according to the infor-

mation at its disposal, the political reform plan did not contain any provisions concerning relations between the two *pays*. The Mission therefore considered that a beginning could not be made too soon to foster collaboration and close relationship between the people and institutions of the two *pays* to facilitate the evolution toward a common structure. The Mission further suggested that the emphasis placed upon the development of the indigenous political structure in the political reform plan might be balanced by giving comparable attention to the development of a central legislative body, necessarily of limited competence at the beginning.

At its eleventh session, the Council adopted the following conclusion:

The Council welcomes the reforms which have been proposed by the Administering Authority in respect of the indigenous political structure and awaits with interest further reports on the progress of their implementation.

Popular representation and electoral system

The local population does not participate directly in the exercise of legislative power and there is neither popular representation nor any electoral body in Ruanda-Urundi. The Administering Authority states that this is due to the degree of development of the population.

At its third session, the Trusteeship Council had recommended the Administering Authority to institute, in at least a preliminary way, some form of electoral system. In 1949, an attempt was made to secure the appointment by election of several members of the council in the extra-tribal centre (*centre extra-coutumier*) of Usumbura, but the result of the experiment was considered somewhat disappointing by the Administering Authority because the Africans took no interest in the elections, which they regarded as an imposition. At its sixth session, the Trusteeship Council had expressed the hope that adequate education would make such experiments more successful in the future.

A new attempt to select council members by ballot was made in 1950 at Rumonge. Unfortunately, according to the 1950 annual report, the fact that numerous electors were illiterate prevented the secrecy of the vote from being fully assured, and this circumstance led to the defection of the electors.

At its ninth session, the Trusteeship Council had expressed regret concerning the failure of the electoral experiments at Usumbura and Rumonge, but had noted with satisfaction the careful and elaborate preparations made by the Administering Authority for the 1951 elections in the *centres extra-coutumiers* in Usumbura. It had expressed the hope that the obstacles which had prevented the earlier elections from being successful could be surmounted and that the way would be paved for further elections in other *centres extra-coutumiers* throughout the Territory.

The annual report of the Administering Authority for 1951 described in detail the local administration's preparations for the election of six councillors, to succeed those whose terms of office expired in September 1951 in the *centres extra-coutumiers* of Usumbura. In spite of the preparatory publicity, only one candidate

came forward spontaneously and the Administration had to designate seventeen others itself. Eight days before the elections, only twenty-five persons had collected electors' cards, out of a total population of 6,000, according to the census. As the system of voluntary collection of electors' cards had been unsuccessful, it was decided to summon individually inhabitants who fulfilled the required residence conditions for electors: 5,690 summons were sent out; 2,971 electors came to collect their cards and the number of voters counted at the polling booths was 2,559.

On the basis of the information received, the Administration considered that most of the population felt that the inhabitants of the *centres* were not mature enough to take part in elections and that the councillors should simply be designated by the Administration. It concluded that any hopes of enlisting the interest of the mass of the population, even the educated indigenous inhabitants, in political life were premature.

The 1951 Visiting Mission recognized the difficulties inherent in the development of an electoral system, and considered that the Administration was to be commended for its first attempts to introduce such a system in the *centres extra-coutumiers*. It added that, obviously, the goal of popular representation could not be achieved by a single isolated measure; what was required was a comprehensive plan, including a series of steps designed to eliminate the remaining obstacles to the political evolution of those living in the *centres extra-coutumiers*, and to extend the measures to those living under the traditional system.

At the eleventh session of the Trusteeship Council, the special representative of the Administering Authority stated that the Administration intended to continue its efforts, and that the political reorganization of the chiefdoms would allow it to accustom the indigenous people to a democratic method of electing members to councils. It was not the organization of the elections that was difficult, but the formation of a political conscience in the indigenous inhabitants.

At the eleventh session, the Council adopted the following recommendation:

The Council, noting with regret that the further effort to introduce the electoral principle in the establishment of the council of the extra-tribal centre in Usumbura was not received with sufficient interest or enthusiasm on the part of the indigenous inhabitants concerned, commends to the consideration of the Administering Authority the views expressed by the Visiting Mission on the general problem of the introduction of electoral methods, and invites it to consider measures which may be taken to create a public opinion favourable to electoral experiments on an increasingly wide scale.

Judicial organization

The Territory possesses non-indigenous criminal and civil courts; in addition, there are indigenous courts which are competent to deal with African civil and tribal questions and which also have limited jurisdiction in penal matters.

As from 18 December 1951, the indigenous courts ceased to be authorized to inflict the penalty of flogging. The number of sentences of flogging imposed before that date by the indigenous courts in 1951 was 2,600.

In the view of the Administering Authority, the co-existence of indigenous and non-indigenous jurisdictions is justified by the fact that the non-indigenous courts conduct their proceedings according to written law, whilst the indigenous courts settle disputes in accordance with customary law.

So far as the non-indigenous courts are concerned, the Decree of 5 July 1948, which came into force on 1 July 1949, considerably modified the judicial organization by stressing the separation of powers as between the executive and the judiciary. The Governor of Ruanda-Urundi is no longer chief public prosecutor (*chef du parquet*) and president of the Court of Appeals, but has been replaced in these functions by members of the judiciary. The competence of the Residency courts, which are presided over by civil servants, has been reduced.

At its ninth session, the Trusteeship Council noted with satisfaction the greater measure of separation of political from judicial powers established by the Decree of 5 July 1948.

With regard to the indigenous courts, the Visiting Mission, in 1948, raised in connexion with the judicial functions of the chiefs the question of the separation of powers — a delicate matter since the idea was still foreign to the Bantu mentality. The organization and composition of the indigenous courts have remained unchanged since 1943, but the Administering Authority stated, in its report for 1948, that it was proposing to consider the revision of the judicial organization with a view to the separation of the indigenous judicial power from the legislative and executive powers. It also expressed the view that it was preferable and sounder policy in such a delicate matter that the steps calculated to ensure appreciable progress should be decided on by the representatives of the people.

The 1951 Visiting Mission was informed that, in the matter of the separation of the powers vested in indigenous authorities, administrative practices were now actually ahead of the legislation in force. Since 1950, for example, it had become more and more common for the chiefs, who were *ex officio* presidents of the chiefdom courts, to be replaced by deputies appointed for the purpose. This was also true of the Mwami who, in his capacity as president of the Mwami's Court, had now been provided with a deputy judge who presided over the court very regularly.

In the Mission's opinion, these measures, although still in an early stage of development, represented an encouraging trend. The Administering Authority should intensify its efforts to secure genuine separation, in the indigenous as well as in the European jurisdiction, between executive and judicial functions, and to ensure the independence of the judiciary.

The Mission's attention was drawn to the length of the period of detention for persons awaiting trial or the hearing of appeals against conviction. In the case of two petitions on this subject,²⁸⁸ the Administration explained that the proceedings had been held up pending the receipt of a report from a handwriting expert in the Belgian Congo, and that steps had been taken to avoid excessively long periods of pre-trial detention

²⁸⁸ T/Pet.3/40, T/Pet.3/43.

in future. At its tenth session the Trusteeship Council, in connexion with the two petitions, expressed the hope that the Administering Authority would take all appropriate action to limit to the minimum the duration of detention pending trial and to expedite the obtaining of necessary expert advice.²³⁰

Right of petition

It appeared to the 1951 Visiting Mission that knowledge of the right of petition was not very widespread in the Territory; several indigenous inhabitants who approached the Mission expressed the fear that, by stating their views or grievances, they might expose themselves to direct or indirect reprisals. The Mission did not consider that those fears had any real foundation, but believed that they should be dispelled by appropriate efforts on the part of the Administration to acquaint all the inhabitants of the Territory with their right of petition under the Trusteeship Agreement.

According to the annual report for 1951, the special right of petition to the United Nations is well known to the inhabitants of Ruanda-Urundi and is not in any way restricted.

At the eleventh session of the Council, the special representative of the Administering Authority pointed out that the Administration had undertaken to co-operate fully with the General Assembly and the Council in the fulfilment of all their functions, and notably of those in respect of petitions. When the Administration had referred previously to the right of petition to the United Nations as an exceptional recourse, it had not meant that the petitioner should, before making use of it, address himself to the Administration. The latter considered that every indigenous inhabitant had the right to address himself directly to the Council without having had recourse in the first instance either to the local authorities or to the Administering Authority. On the other hand, the Administration considered that it had a duty to inform the indigenous inhabitants of the right of petition just as it informed them of their other rights and obligations.

At its eleventh session, the Council adopted the following recommendation:

The Council, expressing concern at the impression gained by the Visiting Mission that the right of petition was not fully understood or effectively exercised in the Territory, welcomes the assurance given by the Administering Authority that no obstacles are placed in the way of indigenous inhabitants in exercising this acknowledged right, urges the Administering Authority to take appropriate steps to ensure that the place of petitions in the International Trusteeship System is fully understood, and recommends that these efforts be co-ordinated with the dissemination of general information about the United Nations.

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

General

The representative of Thailand stated that, in his opinion, the time had now arrived when the Administration could afford to put more emphasis on develop-

ment in the political field. Accordingly, he urged the Administration to take such development into consideration.

The representative of New Zealand expressed some concern about the slow progress being made in the political education of the people of the Territory. It might be that some sections of the indigenous inhabitants seemed almost devoid of the will for self-improvement but that did not mean that the task must not be attempted. He recalled that at its ninth session the Trusteeship Council had noted that among the fundamental problems in the Territory were the development of an organized electorate and representative political institution at the local level, as well as the constitution of a representative central legislative body with real powers and responsibilities. The Administration had felt it necessary to give precedence to the economic and social fields and, while there was a great deal still to be done in those fields, it was doubtful whether the development of the Territory towards self-government or independence could be kept in watertight compartments in that way. Political responsibility was a life-giving force that ran through all aspects of national life. It might well be that the population of the Territory would not attain its maximum economic potential without at the same time being granted a progressive share in the management of political affairs. While fully realizing the obligations of the Administering Authority to respect the customs and traditions of the indigenous population, he felt that there was sufficient warrant in the Charter and in the Trusteeship Agreement for the Administering Authority to encourage the growth of more democratic political institutions in the Territory. He noted that at a school in Astrida there was some education in political matters and urged that the scope of education of that character be extended.

The representative of the Union of Soviet Socialist Republics stated that the indigenous population was excluded entirely from participation in the legislative, executive and judicial organs; he pointed out that the annual report itself stated that the local population, by reason of the stage of its evolution, did not take part directly in the exercise of legislative power and that there was neither popular representation nor an electoral body. All power was in the hands of the Vice-Governor-General, who was subordinate to the Governor of the Belgian Congo.

Administrative union with the Belgian Congo; status of the inhabitants

The representative of China observed that, according to the Visiting Mission's report, apart from the Law of 21 August 1925, there was no organic law for the Territory. He was not satisfied with the contention of the representative of Belgium that the Law of 25 April 1949, approving the Trusteeship Agreement, was the organic law of Ruanda-Urundi. He felt that the latter law did no more than give formal approval to the Trusteeship Agreement, and that the status of the Territory could not rest on an outmoded law. There seemed to be here a lacuna which must be filled. That was especially clear in view of the lack of a definition of the status of the Territory's inhabitants, and in that connexion he was in full agreement with the Visiting Mission's views. That point alone proved the necessity

²³⁰ Resolutions 439 (X) and 442 (X).

of adopting a basic law for the Territory which would be more explicit than the one now in existence.

The representative of New Zealand drew attention to the Visiting Mission's comments on the desirability that the Administration should give its attention to the question of defining more precisely the status of the inhabitants of the Territory.

The representative of the Union of Soviet Socialist Republics declared that the objective of the Belgian Government's policy in Ruanda-Urundi was to perpetuate the colonial régime in the Territory by means of the so-called administrative union between the Territory and the Colony of the Belgian Congo. The Territory's status was still regulated by a law of 21 August 1925 and a Royal decree of 11 January 1926. The annual report indicated that no changes at all had been made in these laws, which provided for the unification of Ruanda-Urundi with the Belgian Congo and the subordination of the Trust Territory to the colony. The annual report quoted the following provision of the 1925 law: "The Territory of Ruanda-Urundi is united administratively with the Colony of the Belgian Congo, of which it is a Vice-Government-General. It is subject to the laws of the Belgian Congo..." Even in the budgetary field the Trust Territory was dependent on the Congo; the report stated that the draft budget was drawn up by the Administration and then sent to the Governor-General of the Belgian Congo, who sent it to the Minister for Colonies with his comments. When the budget had been finally voted by the Belgian Parliament, it was put into effect by the Governor-General of the Belgian Congo, who delegated the necessary authority in this connexion to the Governor of Ruanda-Urundi. Furthermore, the maintenance of public order was entrusted to a contingent of the *force publique* of the Belgian Congo, which consisted of citizens of the Belgian Congo under the command of Belgian officers, and on which expenditures had been increased by more than one million francs between 1950 and 1951. These facts showed that the Administering Authority was strengthening the colonial order and subordinating the Territory to the neighbouring colony, of which it was being made a province. In this connexion the 1951 Visiting Mission had stated that Ruanda-Urundi was assimilated for administrative purposes to a province of the Belgian Congo. The Council should recommend to the Administering Authority that it establish in the Trust Territory legislative and administrative organs not subordinate to any organs formed on the basis of a union between the Trust Territory and the Belgian Congo, and that for this purpose legislative and other measures be taken to ensure the participation of the indigenous population in the legislative, executive and judicial organs of the Trust Territory.

The special representative of the Administering Authority stated that the representative of Belgium had already explained to the Council that the law of 1925 was in no way incompatible with the provisions of the Trusteeship Agreement. The law was so flexible that it permitted a complete reform of the judicial and political structure of the Territory. A very liberal interpretation of the provisions of the law had become in fact the traditional interpretation. Nevertheless,

the opinion of the Trusteeship Council in the matter would be seriously taken into account by the Administration. Further, the administrative union with the Congo was favourable to Ruanda-Urundi. The Trust Territory was not subordinated to the Congo, and it was false to say that it was being subordinated to a colonial system, which no longer existed in the Congo itself. It was stated in the Ten-Year Plan that that Plan must be distinct from that for the Congo, since the juridical status of the two territories was different, their budgets were separate and, above all, their problems were profoundly different. The special representative also stated that the military expenditure of 10.5 million francs represented only 5 cents for each inhabitant. The public force consisted of eight Europeans and 649 Africans; by contrast, the medical services consisted of 189 Europeans and 1,110 Africans.

Legislative and executive powers

The representative of Thailand, referring to the changes in the composition of the Council of the Vice-Government-General recommended by the Visiting Mission, observed that under the political reform about to be introduced there would be a parallel system of councils for the two *pays* without, however, a link between the two indigenous councils or an institution which would be vested with the legislative power at present exercised by the Administering Authority. The Trusteeship Council had already recommended that more power should be given to the Council, of the Vice-Government-General, on the assumption that it would eventually become the Legislative Assembly of the Territory. At the same time the Visiting Mission came to the conclusion that legislative powers could not be granted to that Council without first modifying its actual composition. In making a recommendation to that effect, the Visiting Mission did not suggest a decrease in the number of the non-indigenous members of the Council, but merely an increase in African membership in order to provide the indigenous members with experience in the processes of government.

The representative of China shared the views of the Visiting Mission that the Council of the Vice-Government-General, with increased indigenous representation, might be usefully retained as an advisory organ and a training ground for indigenous persons in the processes of government.

The representative of New Zealand endorsed the recommendation of the Visiting Mission that the indigenous inhabitants should be given greater participation in the administration of the Territory. In his view, a larger African representation on the Council of the Vice-Government-General did not necessarily imply the replacement of certain members of that Council by Africans. Surely the matter could be dealt with by the appointment of additional African members. It was true that, to a certain extent, the interests of the Africans were already represented on that Council, but indirectly and not directly. He urged the Administering Authority to consider the creation of a central indigenous political organ for the Territory, which could be vested in time — and probably it would take a long time — with full legislative and executive authority. He agreed with the Visiting Mission that, without

substantial changes in the composition of the Council, of the Vice-Government-General that body could not satisfactorily exercise powers of legislation of the Territory.

The representative of the Union of Soviet Socialist Republics pointed out that the Council of the Vice-Government-General had no real powers. Its anti-democratic character was shown by the fact that, of its existing twenty-two members, only three were Africans and none of these was elected by the indigenous population. The Visiting Mission had pointed out that the Council, as at present constituted, was not representative of the population as a whole and could not satisfactorily exercise powers of legislation for the Territory as a whole without substantial changes in its composition.

The special representative of the Administering Authority stated that there could be no doubt that the activities of the partially elective councils proposed under the current political reforms would have repercussions upon those of the Council of the Vice-Government-General, and probably also upon its composition. The immediate plans of the Administration were to introduce more indigenous inhabitants into the Council of the Vice-Government-General and to bring the new councils into regular operation. After that, and taking into account the obligations under the Trusteeship Agreement, the Administration would adapt its policy to the requirements of the time.

Administration

The representative of France stated that he had been especially interested in the observations of the special representative concerning the basic conceptions of Belgian policy in the Territory namely that "political progress must be achieved as the result of the progressive transference of powers from non-indigenous authorities to indigenous authorities, and not by the introduction of indigenous persons into the Belgian Administration, the final result of which would be merely to perpetuate the co-existence of the two administrations and divide the indigenous officials and, perhaps, set them in opposition". The Belgian Administration had drawn upon existing traditional institutions with wisdom and efficiency. Belgium was certainly fortunate in finding in Ruanda-Urundi a social and political structure which was both stable and, as a whole, valid, given the progressive spirit of which the higher ranks of the Native hierarchy had shown proof. On the other hand, it was equally certain that the Belgian Administration, because of its wisdom, its tact, and its sense of opportuneness, thoroughly deserved that good fortune. The representative approved wholeheartedly the road which the Administering Authority had chosen to take. He believed that it was in the perfecting of existing institutions, and in their preparation for and adaptation to the responsibilities of power, that was to be found the secret of a harmonious evolution which would leave the population protected from confusion and upheavals. But while that road seemed to him to be the best from both the intellectual and the moral point of view, he was by no means unaware of the fact that it was also, perhaps, the most ambitious and the most

difficult. Without weakening of the authority of the traditional hierarchy, it was necessary to rid it progressively of everything anachronistic and unadaptable which remained — that is to say, to rid it of feudal and tribal characteristics. There was certainly a very delicate balance which had to be preserved — a balance which, at a given moment, would become almost impossible to maintain. The most difficult problem would certainly be that of intervening at just the right moment, neither too late nor too early, to carry out the transfer of powers that was intended. However, the attraction and prestige which still characterized the traditional functions must, henceforth, provide the means of drawing the better African elements, trained within the Belgian Administration proper, into those traditional functions, thus, by constant inter-penetration, preparing at one and the same time the men and the institutions for that great and historic turning-point.

The representative of Thailand noted with satisfaction the assurances given by the Administering Authority that it intended to promote indigenous inhabitants to positions of responsibility when qualified. The latter could secure such qualifications either through intensive training in Africa or by taking special courses abroad. He observed that the Administering Authority preferred to build up higher educational facilities in the Territory first, on the ground that scholarships would entail a great deal of expenditure resulting in possible wastage. While recognizing the validity of the argument against scholarships, he maintained, from the experience of his own country, that such expenditure and the possible risk of wastage were worth taking. If, in time, facilities for higher education were fully provided and if the most promising graduates would be sent abroad for further education with the prospect of eventually obtaining positions of responsibility on their return, those who had graduated from the existing secondary schools in the Territory and occupied subordinate posts in the Administration would not only be unable to be promoted to higher posts, but would suffer the mortification of seeing all the higher posts filled by much younger people. Such results would not be good for discipline and would be prejudicial to the smooth operation of the Administration. He therefore endorsed the recommendation of the Visiting Mission for the institution of an intensive training programme and the grant of scholarships on an *ad hoc* basis. With regard to the opportunity for Africans to aspire to positions of responsibility, the special representative had disagreed with the conclusion of the Visiting Mission that Africans had greater chances of occupying important posts with the central administration than with the indigenous Administration. In the view of the representative of Thailand, this difference of opinion was due to a matter of interpretation. The Visiting Mission had referred to the majority of Africans. While the posts of chiefs and sub-chiefs might in theory be open to all in practice, as expressly pointed out in the annual report of the Administering Authority, they were confined to a certain exclusive class of persons.

The representative of New Zealand drew attention to the Visiting Mission's comments on the desirability

of giving careful consideration to an increase in salary for indigenous government employees.

The representative of the Dominican Republic observed that the Trust Territory was developing a duality of administration — Belgian and indigenous — which seemed to make it impossible for the Territory to become an independent national and international entity. He regretted that in his opening statement to the Council the special representative had touched in so crude a fashion on the question of the participation of the indigenous inhabitants in government. The structure of society and the policy of the Administration tended to preserve indefinitely the age-old type of society prevailing in the two *pays* of the Territory. A broad administrative reform should be carried out in order that adequate representation be given to the indigenous inhabitants; and the Administration must be convinced that the opinion expressed by the special representative on this matter was not in conformity with the principles of the Charter nor with the objectives set forth in the Trusteeship Agreement.

The representative of the Union of Soviet Socialist Republics cited from the annual report the fact that the European administration and the so-called indigenous authorities used indigenous personnel only in very subordinate functions, such as clerks, monitors, messengers, police and so on. The Visiting Mission, too, had pointed out that at the present time Africans assumed only the lowest functions, and that in the Territory the indigenous population had no possibility of acquiring the qualifications necessary for filling responsible posts. It had noted that facilities for secondary education in the Territory were very limited, while those for higher education were virtually nonexistent.

The special representative of the Administering Authority said that the rather concise manner in which he had explained his Administration's attitude towards the access of indigenous inhabitants to the important posts might have given rise to certain anxiety. He recalled previous statements he had made to the Council, emphasizing that at the head of the Administration, besides the truly administrative officers such as the Vice-Governor-General, the two Residents and the eighteen district administrators, there were specialized officials who acted as the Governor's advisers. Only advantage would result if the indigenous inhabitants had access to these specialized posts; but the actual administrative structure should disappear when power passed from the European government to an indigenous government. The Vice-Governor-General had explained this point of view to the Visiting Mission by stating that there were two avenues of political development, the first by admitting into the Administration an increasing number of specially trained young indigenous inhabitants (veterinaries, doctors, engineers, etc.), and the second by bringing about a more organic reform, consisting of the transfer to the traditional institutions and authorities of increasingly wider powers, released progressively by the Administering Authority. The Governor had favoured using both these avenues, but had regarded the second as the means of bringing about a more harmonious and far-reaching evolution. These points of view were still held by the Admin-

istration. The special representative stated further that it was false to say that the population was kept in the lower positions. The functions of the Mwami, the chiefs and sub-chiefs, were not mediocre employment but important functions carrying heavy responsibilities and high remuneration. The shortcoming of the system lay not in an absence of important posts for the indigenous inhabitants but in the method of appointment, and the Administering Authority was making efforts to democratize the system. That was why it had introduced the reforms which the representative of the USSR had condemned without knowing the basic law and without having seen them in operation.

Indigenous political structure; political reform

The representative of China endorsed the suggestion of the Visiting Mission that in the plan for political development, in addition to the reorganization of the various councils, some emphasis should be placed on the development of a central legislative body as a coordinating organ for all the indigenous authorities in matters of common concern. He regretted that, after so many years of Belgian administration, the two *pays* of Ruanda and Urundi were still so far apart. However, owing to the connecting link provided by the Administering Authority, relations between them had shown marked improvement. He trusted that out of that gradual reconciliation there might some day be developed that cordial collaboration which could form the basis of a central legislative organ to deliberate upon all the problems common to all parts of the Territory. He hoped that the Administering Authority would give its careful consideration to that aspect of the problem and would endeavour as soon as possible to bring about the reform envisaged by the Visiting Mission. A recommendation to that effect might be made by the Trusteeship Council.

Political reform

The representative of France noted with interest that the decree relating to the political organization of the Territory was almost ready and hoped that next year the Trusteeship Council would receive information concerning the first results of its application. Referring to the difficulty arising from the duality of the Territory, which was so distinctly divided in its constitutional individuality, he observed that that difficulty was by no means insurmountable. The special representative had set it at its true level of importance.

The representative of New Zealand noted that the only real link between Ruanda and Urundi was the Belgian Administration, although a certain measure of co-operation already existed. While appreciating the historical reasons for that situation, he believed that it would be not only of ultimate advantage to the indigenous inhabitants, but also of assistance to the Administration, if every effort were made to break down the barriers between the two areas, to foster closer collaboration and co-operation in matters of common concern at all levels and in all fields.

The representative of the United States of America said that his delegation was glad to see that the proposed reform of the indigenous political structure only

awaited the royal assent before being put into effect. His delegation hoped that it would now be possible to proceed with the implementation of all aspects of the reform, thus providing the basis for developing a more broadly representative central legislative body with progressively increasing powers and a clearly defined relationship to lower or subordinate councils.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority continued to encourage the tribal system, despite the fact that it was inconsistent with the progressive political development of the indigenous population towards self-government and independence. The Administering Authority contemplated no measures for the creation of self-governing organs with the participation of the indigenous population. Examination showed that the proposed new councils would be undemocratic in character and that their membership would comprise only the chiefs and the tribal nobility. It was obvious that their creation considerably strengthened the existing system of tribal hierarchy. The Trusteeship Council should recommend to the Administering Authority that it take measures to ensure the transfer from the tribal system to a system of self-government based on democratic principles.

Right of petition

The representative of Thailand observed with regret that the special representative had given an extreme interpretation to the Visiting Mission's recommendation concerning the right of petition. Members of the Mission had noted that most petitioners who had approached them were afraid of reprisals from the Administration; such fears could not be allayed by repeated assurances by the Mission that nothing would happen to them because of their petitions. The Mission was convinced that if the inhabitants were better informed about their right of petition and properly notified of the visit of the Mission, such an unhealthy attitude would disappear. The recommendation of the Mission was not intended to impose upon the Administering Authority an obligation to undertake a propaganda programme designed to promote the exercise of the right of petition; it only hoped that the existence of such a right would be made clear to the population.

The representative of China said that he had been perturbed by the statements of the special representative and the representative of Belgium on the right of petition. He recalled that right of petition was one of the most important rights under the International Trusteeship System, and was subject to no restriction except in the case of petitions directed against judgments of competent courts. He was, therefore, unable to find any basis for the limits which, according to the Administering Authority, should be set on the right of petition and as to where the right of petitioning the Administration or the Government of the Administering Authority should end and the right of petitioning the United Nations should begin. The foundation for making such a distinction concerning petitions was not to be found in the Charter, the Trusteeship Council's rules of procedure or the Trusteeship Agreement. It was evident that not all the inhabitants of the Territory were as yet totally familiar with their right of petition. He pointed out that in a four-page leaflet on

the United Nations distributed to the schools there was no mention of it at all. He took note of the undertaking of the special representative that the leaflet would be revised and the gap filled.

The representative of New Zealand agreed with the Visiting Mission that the fear of reprisals by petitioners had no real foundation. He also agreed with the special representatives that all local action should be exhausted before the right of petition was resorted to. No doubt it was no part of the duty of the Trusteeship Council actively to encourage the forwarding of petitions, but it was its duty to see that the inhabitants did know of the right of petition. It was a question of a nice balance being preserved between ensuring that the Natives exhausted their normal rights in the community and, at the same time, seeing that they exercised with moderation their right of petitioning the Council. The unnecessary fears, if they existed, of the inhabitants should be dispelled by appropriate efforts on the part of the Administration to acquaint them with the right of petition.

The representative of the Dominican Republic, in emphasizing the need to strengthen the exercise and guarantee of the right of petition, stated that it was necessary to establish in the Territory a number of centres for information about the United Nations. In the past, dissemination of this information had been neglected, not by the higher circles of the government but by the subordinate local officials who perhaps did not have a full conception of the international obligations of the Administering Authority. The latter must ensure that information should not be hidden away on the pretext that the United Nations was intervening in the internal affairs of the Territory.

The special representative of the Administering Authority added that it was characteristic of the indigenous inhabitants to seek out the highest authority in the first instance; it would, however, embarrass the Council to be seized daily with requests that could be met by a simple appeal to the local authority. The representative of New Zealand, supported by other representatives, had shown a very true appreciation of the matter when he had spoken of the equilibrium to be sought in the exercise of the right of petition.

Judicial organization

The representative of New Zealand drew attention to the Visiting Mission's comments on the special vigilance to be exercised by the Administration to ensure that the period of detention should be reduced to a minimum in the case of persons awaiting trial or the hearing of appeals against conviction.

3. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

The economic situation of Ruanda-Urundi in 1951 was described in the annual report as very favourable. Economic trends in recent years had been characterized by a growing increase in production, exports and imports, and by a great development in communications and the growth of new activities. The result had

been a distinct improvement in the well-being of the population.

The exceptional density (71.6 inhabitants per square kilometre) and the growth of the population in Ruanda-Urundi constitute the country's most acute demographic problem, for the land is overworked and insufficiently productive owing to the effects of soil deterioration, unfavourable climatic conditions and water shortage. Food supply is the most urgent problem, which may be said to dominate the country's economic and social development. Thus, the 1951 Visiting Mission reported that, despite the large production of foodstuffs, the Territory lived under the constant threat of food shortage or famine. The Administering Authority, however, states that the increase in the production of foodstuffs, in conjunction with the use of a dense network of roads, has considerably mitigated the danger of famine and that the danger has been still further reduced as a result of the installation of food warehouses in the country.

The annual report for 1951 stated that the indigenous inhabitants were playing an increasing part in economic life and that, through training acquired in the schools and by contact with the Europeans, they were gradually becoming capable of carrying out their growing role.

The 1951 Visiting Mission was of the opinion that the indigenous inhabitant played only a minor role in the economy of the Territory and expressed the view that the indigenous inhabitants should participate more widely, and with a greater measure of responsibility. In that connexion, the Mission noted with satisfaction a statement to the same effect in the Ten-Year Plan.

The Mission understood that the Administration's policy was to encourage participation by the indigenous inhabitants in all branches of economic activity. It drew attention, however, to a number of observations in the Ten-Year Plan on the subject of the part to be played by European settlers and the indigenous inhabitants. The following passage, which reproduces terms taken from the Ten-Year Plan for the Belgian Congo, occurs in the Plan: "The development of the non-indigenous settlements would be hindered by the widespread organization of indigenous processing co-operatives, which would, moreover, have to enlist the services of European employees. Under present conditions, the best way to distribute profits equitably and to make the best use of skills is to have indigenous co-operatives working hand in hand with non-indigenous industrial settlers, the former responsible for production and the latter for processing." The Mission stated that it did not propose to draw far-reaching conclusions from this isolated passage, which seemed to assign to the indigenous inhabitants a restricted role in the economic life of the Territory.

The Administering Authority stated in its annual report that it was not the intention of the Government's economic policy to reserve a position for non-indigenous inhabitants. If they appeared to monopolize certain functions, the reason was that they alone could exercise them, either because of their training or because of the means they had at their disposal. By the organization and development of education and by the

teaching of the principles of individual and social ethics, the indigenous inhabitants were becoming gradually more capable of playing a fuller part in the Territory's economic life.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting the evidence of increasing participation by the indigenous inhabitants in the economic life of the Territory, including the increased number of indigenous trading centres and the steps taken to organize indigenous co-operatives, expresses the hope that as these and other measures become more widespread and more firmly established, steps will be taken to assist the inhabitants to participate in other aspects of the economy, such as the development of secondary industries, as part of the economic activity being stimulated by the Ten-Year Plan.

Agriculture

Ruanda-Urundi is primarily an agricultural country. In 1951, it was estimated that 1,337,606 hectares, or 24.7 per cent of the Territory's area, were under cultivation. Of this total, 1,299,000 hectares, or 97.2 per cent of the total area under cultivation, were used by the local population for growing foodstuffs.

As compared with 1950 there was a slight increase in the area devoted to food crops generally (1.25 per cent), and a very marked increase (36 per cent) in total production.

All the adult and able-bodied inhabitants of a chiefdom are required to cultivate thirty-five ares of seasonal food crops and twenty-five ares of non-seasonal food crops. The object of these mandatory forms of cultivation is to forestall the danger of famine. The Administering Authority has emphasized that they are prescribed in the exclusive interest of the growers, who freely dispose of the crops.

The cultivation of industrial crops is not obligatory, though the Government encourages their expansion; but the Administering Authority points out that, despite their undeniable advantage to the people, the growing of industrial crops can only be kept up by means of unceasing publicity.

Production of foodstuffs in 1951 (in order of importance, manioc, sweet potatoes, bananas, beans) amounted to 5,160,750 tons, as against 3,783,300 in 1950.

The indigenous population produced 17,500 tons of *arabica* coffee beans as against 15,675 in 1950; 3,835 tons of cotton seed as against 3,220; 1,265 tons of palm oil as against 550 tons in 1950; and 2,960 as against 2,390 tons of castor oil.

The agricultural production of non-indigenous enterprises has not changed to any considerable extent since 1950: it amounted to 129 tons of *arabica* coffee, 287 tons of *robusta* coffee, 934 tons of pyrethrum, 173 tons of cinchona bark and 122 tons of sisal.

The indigenous inhabitants are advised by the Administration's agricultural experts and are furnished with selected seeds from the experimental stations, which are administered by the Institut national pour l'étude agronomique du Congo Belge (Belgian Congo National Institute for Agronomic Studies).

With a view to increasing the area under cultivation, the Administration embarked on a works programme which in 1951 achieved the following results:

(1) 1,913 hectares of marshland were drained, bringing the total area of land so reclaimed and made available for indigenous agriculture to 86,473 hectares;

(2) During the dry season, it was possible to cultivate 6,613 hectares of irrigated land, or 1,000 hectares more than in 1950;

(3) As an anti-erosion measure, hedging and ditching operations extending over 27,900 kilometres made it possible to terrace 37,069 hectares in 1951, bringing the total length of hedges and ditches to 138,000 kilometres and the area of land protected from erosion to 180,000 hectares.

The Visiting Missions of 1948 and 1951 were greatly impressed by the considerable efforts that the Belgian Administration had made with regard to agriculture in general and food crops in particular.

The Administration is the first to admit, however, that despite all its efforts, the threat of famine remains, owing to the highly irregular rainfall. At its third session, the Trusteeship Council had voiced its concern lest famine conditions should recur and had expressed the opinion that every possible measure should be taken to prevent such a disaster in the future.

The Fonds du bien-être Indigène (Indigenous Welfare Fund) has spent 55,820,000 francs on famine prevention; under this programme thirty storehouses were built with a capacity of 12,000 tons of foodstuffs.

So far as industrial crops are concerned, organizations exist which offer the indigenous producer protection against the fluctuations in the world prices of coffee and cotton through equalization funds to stabilize the prices paid to the indigenous producer. The Office du café indigène du Ruanda-Urundi (Native Coffee Bureau), whose equalization fund amounted to 176 million francs in 1951 as against 97 million in 1950, also endeavours to improve the quality of coffee and standardize its production. The Caisse de réserve cotonnière (Cotton Reserve Fund) for the Belgian Congo and Ruanda-Urundi distributes agricultural implements free of charge to the growers and pays for the maintenance of roads useful to the cotton industry. Since 1950, by virtue of new legislation, all the profits from the sale of cotton and its by-products have been reserved for the indigenous growers; the cotton company merely treats the cotton for the growers, transports it, and arranges for its sale by a central organization. It should be noted, finally, that the Ruzizi Company regularly and freely, distributes selected seeds to the indigenous inhabitants.

At its ninth session, the Trusteeship Council commended the Administering Authority for having included two indigenous coffee growers in the management of the Office du café indigène du Ruanda-Urundi, and expressed the hope that the Administering Authority would consider giving similar representation to cotton growers in the cotton organization.

The Ten-Year Plan for Ruanda-Urundi considers that agricultural development, like the development of stock-raising, is dominated by the problems of over-population and over-grazing. According to an approxi-

mative land utilization survey, the situation at the end of 1949 was as follows: 25.28 per cent of the land was unfit for agriculture and stock-raising; 41.43 per cent of the land was suitable for grazing and 3.99 per cent was forest land. On the assumption that each family needs from 2 to 5 hectares of cultivable land and that each head of cattle needs an average of 3 hectares of pasturage, 145,000 of the 780,000 families in Ruanda-Urundi, and 440,000 of the 970,000 head of cattle, would be surplus. The situation is regarded as serious, and, to remedy the over-population and over-stocking, the Ten-Year Plan bases the development programme on the following principles: land conservation, adaptation of indigenous agriculture and strengthening of the anti-famine campaign; the establishment of complementary zones and the organization of specialized mass production. The Plan also establishes the principle that the only exportable products should be profitable agricultural products, to which commercial value may be added locally by the employment of as large a proportion of human labour as possible, the object being that by cultivating these crops the grower should have enough purchasing power to buy more and more varied foodstuffs than he would have been able to harvest from the land used for the production of the export crops. The main lines of the ten-year programme for agriculture may therefore be summarized as follows: to conserve the soil and then to increase the output per hectare; to establish complementary zones, some for the more intensive cultivation of food-crops, and others for industrial crops or industrial development; to prepare areas capable of receiving new settlers, and to relieve the pressure of population in over-populated areas unsuitable for the cultivation of export crops, or for industrialization, by encouraging the migration of part of their population towards less densely settled areas. The results expected during the next ten years are: intensification of the indigenous cultivation of *arabica* coffee so as to reach an annual production of 15,000 tons of marketable coffee; extension of the cultivation of cotton so as to reach a production of 9,000 tons of cotton seed; improvement and possible extension of cultivation of tobacco; extension of the cultivation of rice so as to reach a production of 2,150 tons; extension of the cultivation of oil-palm trees so as to reach a total of one million plants producing 3,000 tons of oil and 1,200 tons of palmetto nuts; extension and improvement of the cultivation of wheat, the production of which might be raised to 38,000 tons; extension of the cultivation of barley; extension of cinchona plantations so as to produce 700 tons of bark; intensification or extension of the cultivation of oleaginous crops; intensive development of food-crops in areas which offer the best prospects of becoming regular sources of supplies for the inhabitants of other areas; establishment of indigenous agricultural communities; gradual redistribution of the population; irrigation works; and other results. The programme also contemplates the possibility of developing or establishing local industries for the processing and treatment of coffee, cotton, palm oil and palmetto nuts, wheat, fibres and other produce.

Under this ten-year programme, the area of cultivated land would be increased by 10 per cent, the production of indigenous food-crops by 31 per cent and the production of indigenous export crops by 155 per cent.

For the purpose of carrying out the programme an increase in European staff will be necessary. The indigenous agricultural staff also would be raised, from twenty-six to 118 indigenous agricultural assistants and from 629 to 1,472 *moniteurs*. It is expected that the realization of the programme will be facilitated by the development of scientific research directed by the Institut de la recherche scientifique en Afrique centrale and the Institut national pour l'étude agronomique du Congo Belge.

The 1951 Visiting Mission stated that the Administration should be commended for its extensive use of research in its efforts to improve the agricultural position of the Territory. It described as a bold plan the programme for the redistribution of the population, particularly by the establishment of indigenous agricultural communities.

The Mission was struck by the complete absence of villages in Ruanda-Urundi. The people live in groups of four or five families whose huts are hidden among the plantations. According to the Administration, this dispersal represents the greatest and most insidious obstacle to civilizing influences. In particular, the regrouping programme is expected to exert a beneficial influence on agricultural development.

Stock breeding

The cattle population amounted to 972,090 head in 1951. Livestock is owned exclusively by the indigenous population, and is considered a sign of wealth. The stock breeders usually possess one to five head of cattle; only 1 per cent own fifty or more.

There are also 1,204,308 goats, 384,808 sheep and 31,327 pigs in the Territory.

The ten-year plan describes Ruanda-Urundi as a country overburdened by its cattle. Each head of cattle has an area of only 1.63 hectares on which to graze, whereas an average of 3 hectares a head normally would be needed. The economic value of the cattle, which are generally undernourished and diseased, suffers very badly from this situation, the more so since the indigenous inhabitants, regarding cattle exclusively as a sign of wealth and social prestige, use every form of obstruction to prevent the elimination of old and diseased beasts. The number of animals slaughtered or sold for export still lags considerably behind the natural increase in the cattle population, with the result that overstocking is rapidly growing worse. The view is expressed in the Ten-Year Plan that about 50,000 head of cattle and the natural increase (about 120,000) would have to be eliminated annually for nine years. A total of 170,000 head of cattle should therefore be eliminated every year, whereas at present the number slaughtered and exported is no greater than 100,000. According to the plan, slaughtering and export sales should therefore be stepped up.

The Administering Authority hopes that one of the principal means to be employed for reducing the cattle population will be the abolition of the *ubuhake*, a customary institution giving tangible expression to the position which in the course of time the cow has come to occupy in the legal, political and social structure of the indigenous population. The 1951 Visiting Mission noted that the abolition of the *ubuhake* had been proposed by the indigenous authorities themselves. It was

intended that in each *pays*, the Mwami would give notification of the impending abolition of the *ubuhake* and invite all the indigenous inhabitants to terminate the contracts. At the same time, he would announce the apportionment of his own cattle between himself and his immediate *abagaragu* (clients or serfs). It was expected that the chiefs and sub-chiefs would follow suit, and that the movement would have its counterpart in one starting from below. The *abagaragu* who had received cattle under *ubuhake* were expected to begin to press for the termination of those contracts and for the division of the cattle between themselves and the *shebuja* (lord or master). It was expected that, as a consequence, the social and political importance attaching to the possession of cattle would gradually be diminished and moreover that, as cattle were returned to the *shebuja*, lack of pasture-land and of the services of farm labour would oblige the owners to reduce their herds by selling inferior animals.

The disposal of the excess livestock would be effected by an indigenous co-operative organization, with the principal function of buying cattle from the member stock-breeders, collecting them and delivering them to a processing plant which would be operated by a European firm, and of which the profits would be divided between the factory operator and the members of the co-operative. In addition, the Ten-Year Plan proposes a programme for selecting and improving livestock, improving grazing grounds, reforming the conditions of stock-breeding, launching anti-disease and anti-parasite campaigns, and planning animal husbandry for the production of meat, milk and milk products and skins.

Among the means to be employed to carry out this ten-year programme are a large increase in European veterinary staff and a rise, from forty-four to 122, in the number of indigenous auxiliaries.

The 1951 Visiting Mission stated that the programme devised by the Administration represented an ingenious attempt to solve the cattle problem, adding that no progress was possible without a solution of that problem, and expressing the hope that, now that the Administration had concrete proposals, it would proceed as rapidly as possible to a solution. While the solution would naturally entail social disturbance and possibly some hardship to sections of the population, the Mission felt that those objections must be balanced against the resultant benefits which would undoubtedly accrue to the Territory and to its inhabitants generally.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling the importance which it has previously attached to the social and economic problems arising from the indigenous ownership of livestock, notes with interest that after further study of these problems the Administering Authority has adopted measures designed to reduce the size of herds and to suppress the ubuhake or contract system of joint ownership, thus diminishing the social and political importance of cattle; notes further that the implementation of these measures will be linked with the establishment of an indigenous co-operative organization for the purchase and processing of excess stock, and also with a livestock improvement programme, the organization of cattle markets, the fixing of prices and a proposal to

increase the number of slaughterhouses; and urges the Administering Authority to put these measures into effect without delay.

Land tenure and European settlement

Under the legislation in force, only the Administration of the Territory may conclude contracts with the indigenous inhabitants for the acquisition or occupation of part of their land or for the transfer of their rights in respect of non-State land.

The report of the Administering Authority for 1951 stated that the indigenous inhabitants owned about 36,000 square kilometres of land. The Government owned 129 square kilometres (posts and townships, airfields, etc.). The non-indigenous inhabitants held 218 square kilometres of land, 92 square kilometres being owned and the remaining 126 square kilometres being held on lease. Of this total of 218 square kilometres, 43 square kilometres were held by educational or ecclesiastical establishments of the religious missions.

According to the information provided in the annual report for 1948, there were then in Ruanda-Urundi 152 European and seven Asian agricultural settlers, occupying 105.17 square kilometres. The report for 1951 stated that on 28 February 1949, out of a total of 399 settlers, sixty-seven were agricultural settlers; the others, being engaged in commerce, industry, crafts or the liberal professions.

With regard to European settlement, the 1948 Visiting Mission considered that the Administration's declared policy to discourage European settlement seemed to be wise and indeed imperative in the interest of the indigenous inhabitants of that over-populated Territory. The Mission recommended that the Council maintain constant vigilance in this matter and support the Administration against the ever-present possibility of pressure being exercised by the immediate proximity, in the Belgian Congo, of a centre of European colonization in full process of expansion.

At its sixth session, the Council, regarding it as a matter of prime importance that uninhabited and uncultivated lands should as a rule be reserved for the indigenous population, urged the Administering Authority to maintain its restrictions on the settlement of agricultural land by non-indigenous persons. In its report for 1948, the Administering Authority stated its policy with regard to European settlement as follows: it was discouraging large-scale agricultural settlement, was allowing small-scale agricultural settlement, in so far as it did not interfere with the limits compatible with the best interests of the indigenous inhabitants, and was welcoming commercial, artisan and industrial settlers. In its report for 1949, the Administering Authority stated that with regard to agricultural concessions it had decided thenceforth only to grant concessions not exceeding 5 hectares for residential purposes. In its report for 1950, it announced that the granting of agricultural or afforestation concessions, even over small areas, had been temporarily suspended by ministerial decision, with the exception of the conclusion of certain contracts for the occupation of agricultural land in respect of which the Government had previously undertaken to grant a concession.

At its ninth session, the Council commended the Administering Authority for its decision to suspend the

granting of concessions to non-indigenous agricultural settlers.

The Ten-Year Plan considers that, though opportunities are few, settlement for agriculture and stock-breeding is warranted in Ruanda-Urundi, chiefly because of its educational value. The main lines of the Plan's programme in this respect are as follows:

(1) Possibility of granting small (not more than 50 hectares) agricultural concessions likely to be of educational value to the local inhabitants in densely populated districts, the concessions to be somewhat larger in sparsely populated districts and up to 200 hectares in unpopulated areas;

(2) Granting of long (thirty-year) leases in respect of land suitable only for forestry and intended for afforestation;

(3) Establishment of model farms of a maximum area of 200 hectares, at the rate of two such farms for each of the six great pastoral areas, to educate the indigenous inhabitants in cattle-raising;

(4) Granting of small concessions (not more than 5 hectares) for use as nurseries and market gardens, and for horticulture, poultry farming and small-scale stock-farming.

The 1951 Visiting Mission recognized the contribution made by settlers to the Territory's economic and agricultural development and the value of their example in educating the indigenous inhabitants. However, in the light of the special problem of land in relation to population, intensified as that problem was by the cattle question, the Mission reached three general conclusions with respect to land settlement:

(1) As regards the proposed model stock farms, the Mission considered that the project might best be undertaken by the Administration or by INEAC — possibilities suggested in the Ten-Year Plan.

(2) Afforestation also was considered to be an activity which should be the primary responsibility of the central Administration or the local authorities, in order to ensure that the maximum benefit of afforestation should accrue to the indigenous inhabitants. However, in view of the vital needs for carrying out afforestation on as large a scale as possible, it might be advantageous in some instances to entrust the planting or the supervision of planting to the present settlers, in return for timber concessions accompanied by proper safeguards to protect the interests and future rights of the indigenous population. The Mission did not believe, however, that the problems of the development of the Territory's forest resources were such as to warrant new European settlement.

(3) As regards the possibilities of new land concessions in certain sparsely populated areas, the Mission felt that the admission of new European settlers should not be considered until there had first been an exhaustive examination of the possibility of developing the areas concerned by other means, such as establishing indigenous co-operatives, if necessary under European management in the early stages, and settling properly qualified indigenous persons on farms in these areas. In areas where it was proposed to set up a sugar industry, however, it appeared to the Mission that concessions accompanied by proper safeguards were justified.

At the eleventh session of the Council, the special representative of the Administering Authority stated that, as regards agricultural settlements by non-indigenous people, the Administration felt that it must insist upon the advantage to the Territory offered by the presence of settlers, which acted as an attraction in the under-populated districts, as well as upon the organization of certain model farms and the granting of concessions with a view to afforestation. He stated that it should be remembered that, out of 54,172 square kilometres of territory, non-indigenous inhabitants occupied 218 square kilometres, which represented something like one three-hundredth of the Territory, a really insignificant proportion.

Mines

Ruanda-Urundi has never been open to public prospecting; any person who wishes to prospect is required to enter into an agreement with the Government of Ruanda-Urundi.

Under the legislation and under the agreements the Administration has a right of control and supervision, and a right to participate in profits through such means as the allocation of a certain number of the mining companies' shares.

Since 1 June 1950 the general right to prospect, which had been suspended in 1941, was restored, and the Administering Authority reported that the Territory had embarked upon a new phase of intensive prospecting.

Output figures (in tons) were as follows:

Products	1950	1951
Gold	0.235	0.170
Cassiterite	2,340,287	2,610,838
Wolframite	164,631	277,494
Mixed ores	92,170	161,865

The value of the output was 180,600,540 francs in 1950 and 270,097,670 francs in 1951.

Approximately 15,000 indigenous workers were employed in mining enterprises.

The bulk of the mining output is produced by mining companies but there are also mines operated by settlers. A new company for prospecting and operating mines, the Société de recherches et d'exploitation minières au Ruanda-Urundi (COREM), in which the Territory is a large shareholder, was formed in 1948. On the basis of available information, the 1951 Visiting Mission was not in a position to judge the role of the Société de recherches in the present and future mining development of the Territory, and it suggested that the Trusteeship Council should keep itself informed in the matter.

In view of the valuable contribution by the mining industry to the budget of the Territory, the Trusteeship Council at its ninth session requested the Administering Authority to include in its future annual reports fuller information on the proportion contributed by the mining industry to the total budget, and on the relation of the contribution to the profits of the mining companies.

The Administering Authority reported that the amounts paid or payable in respect of the occupancy of mines included personal taxes, prospecting fees, survey charges, operating and occupancy duties and income taxes. In 1950 these amounted to 24,140,745.40 francs, and in 1951 to 49,840,453.05 francs. The figures

for 1951 were not final and did not include taxes on the income of mining companies. In addition, income was derived from the securities held by the Territory. The Visiting Mission of 1951 reported that it had obtained no particulars concerning the relation between the contribution of mining companies to the public treasury and those companies' profits.

The Ten-Year Plan calls for intensified exploration and prospecting. Efforts will be made to increase the output of indigenous workers; a better road network and low-cost electric power to be supplied under the electrification programme will also serve to create economic conditions more favourable to mining operations.

At its eleventh session, the Council adopted the following conclusion:

The Council, recalling that at its ninth session it requested the Administering Authority to include in its future annual reports fuller information on the profits of the mining industry and its contributions to the revenue of the Territory, welcomes the assurance given to it that such information will be included in the next annual report.

Communications and transport

Ruanda-Urundi has 8,332 kilometres of roads and 2,220 kilometres of motor-cycle track; this represents 144 metres of road per square kilometre, the densest network in Central Africa. Unfortunately, the roads do not meet modern standards and are not suitable for heavy traffic. Under the road building programme of the Ten-Year Plan, 1,421 kilometres of modern roads are to be built: 906 kilometres representing improvements to existing roads and 515 kilometres representing new roads to be constructed. Under the Plan it is also contemplated to improve and enlarge the port of Usumbura and to construct and equip airfields in the Territory.

While travelling through the country, the 1951 Visiting Mission observed that, with the exception of a section under construction near Astrida where modern road equipment was in use, only the most elementary tools appeared to be used in road construction. It expressed the hope that the announced plan for carrying out the road-building programme by both partially and fully mechanized road crews would soon be put into effect.

The Mission also observed that as a rule the indigenous inhabitants made little or no use of wheeled transport. It gathered the impression that the question of indigenous transport was one to which sufficient attention had not yet been given and felt that it deserved further study by the Administration.

The Mission received a number of complaints about postal service in the interior of the country, particularly in localities off the main roads, many of which were served only by foot-carriers.

Foreign trade

Ruanda-Urundi is linked by a customs union to the Belgian Congo. Tariffs and export duties are identical for consignments to and from all countries outside the customs union, including Belgium.

The export and import trade is left to private enterprise. In actual fact it is still almost exclusively in the hands of non-indigenous inhabitants, though some

indigenous traders import dried fish from Tanganyika. Trade in certain products such as coffee, castor oil, pepper and skins is controlled by the Government to ensure good quality in the products intended for export. Imports in 1951 amounted to 95,491 tons valued at 1,390,000 francs, as against 79,771 tons valued at 1,175,000 francs in 1950. Exports in 1951 amounted to 82,086 tons valued at 1,519,000 francs, as against 70,440 tons valued at 1,083,000 francs in 1950.

The principal imports are cotton goods, cement, petrol, tools, agricultural and industrial machinery, vehicles, etc. The principal exports are coffee, cattle, skins, cassiterite, gold and cotton.

The Belgian Congo supplied, in 1951, 34 per cent of imports according to value. The other principal suppliers were Belgium, the United States of America, the United Kingdom, Germany, Japan, Kenya and Uganda. Twenty per cent of the exports, by value, were consigned to the Belgian Congo. The other principal customers were the United States of America, Belgium, the United Kingdom, Kenya, Uganda, Germany and France.

In 1950, the Office belge du commerce extérieur established an office in Leopoldville (Belgian Congo) for the Belgian Congo and Ruanda-Urundi with a view to promoting trade.

Internal trade

Internal trade for the most part consists of the purchase of indigenous products and the sale of trading goods. Approximately 22 per cent of the shops are operated by Europeans, half of whom are Greeks. Asians (Indians and Arabs) operate 41 per cent. The remaining 37 per cent of this trade is in the hands of the indigenous inhabitants.

The annual report for 1951 pointed to the rising numbers of independent indigenous traders. There were twenty-one in 1948; in 1949 there were fifty indigenous trading establishments; in 1950 this number rose to 228, and in 1951 to 647.

The gradual increase in the number of indigenous traders and their growing participation in retail trade are due to the increase in the number of trading centres created by the Administration to decentralize internal trade and encourage indigenous trading. In these trading centres it is a requirement that the shops must be managed by indigenous inhabitants, either independently or for the account of traders in the principal commercial centre.

Apart from traders properly so-called, more and more indigenous inhabitants are undertaking other activities such as transport, brickmaking, carpentry and various crafts.

So far as the livestock trade is concerned, the indigenous dealers have obtained a very strong position as middlemen. They are offering keen competition to the European settlers engaged in the same trade.

The 1951 Visiting Mission realized that the indigenous inhabitants lacked sufficient funds to engage in commercial enterprises on any considerable scale, and therefore expressed the view that it might be appropriate to establish in the trading centres, through the agency of official or semi-official institutions, a special

credit system adapted to the needs of the indigenous trader.

At the eleventh session of the Council, the special representative of the Administering Authority stated that, in 1951, there had been a considerable increase in the number of firms in the hands of indigenous persons. In December 1951, there were 776 African firms with 819 establishments, as against 342 firms and 363 establishments in December 1950—an increase of 125 per cent.

Industry

In 1951, there were 814 non-indigenous industrial plants distributed as follows:

Extractive industries	84
Agricultural and related industries.....	251
Mechanical industries	23
Construction and building.....	271
Textiles, clothing and footwear.....	12
Chemical industry	12
Electricity, water, energy.....	12
Foodstuffs industries	55
Transport	64
Miscellaneous	30

In addition, there were 226 indigenous plants, of which 170 were building undertakings operated under the control of the chiefdoms of Ruanda-Urundi, the remaining thirty-one being transport undertakings.

The Ten-Year Plan stresses the importance of industrialization to Ruanda-Urundi. The Administering Authority believes that, like Belgium—a small densely populated area which does not produce enough food to sustain its population—Ruanda-Urundi, situated in the centre of Africa, could specialize in importing and transforming raw materials produced in the vast neighbouring territories where there is a shortage of manpower. It could build up its prosperity on the industry of its inhabitants as embodied in the manufactured goods exported; with the resources yielded by these exports it could buy from foreign suppliers the necessary food and other goods required for the country's full development and well-being.

Under the Ten-Year Plan it is proposed to set up an Office pour la valorization des produits des cultures et élevages indigènes du Ruanda-Urundi to promote through processing an increase in the value of the produce of indigenous farming and stock-breeding in Ruanda-Urundi and to develop its internal and external markets. It is also planned to form indigenous co-operatives such as co-operatives of cattle farmers and cotton and coffee producers. The Plan relies on the electrification of Ruanda-Urundi to stimulate industrialization; for this purpose it is planned to harness the hydroelectric resources of the Ruzizi River (with a potential of nearly 600,000 h.p.), and a generating plant with an average power output of 18,840 kilowatts is to be put into operation in late 1954 or early in 1955 to serve the Trust Territory and part of the province of Kivu in the Belgian Congo.

According to the Ten-Year Plan, the particular economic conditions prevailing in the Territory would appear to favour three principal industries: the processing of meat and animal by-products, the manufacture of fertilizers and the manufacture of sugar. The Plan also mentions the industries which will emerge in the normal course of events as the result of the expansion

in industrial crops; in addition, it proposes to set up a number of crafts undertakings to serve the domestic market, and the view is expressed that the economic development set in motion by the Plan is bound to lead to a vigorous expansion in the production of capital and building goods or materials.

The 1951 Visiting Mission expressed the hope that the Administration would include specific measures to promote industrialization in the priority list of projects in the execution of the Ten-Year Plan. It expressed the opinion that the Administration should do its utmost to promote the establishment of a cotton textile factory in the Territory.

At the eleventh session of the Council, the special representative of the Administering Authority stated that the Administration, without rejecting the idea that a cotton textile factory should be established in the Territory, considered it premature. In 1948, a cotton textile factory had been set up in Albertville, near Ruanda-Urundi, with a capital of 88 million francs. Because of the customs union between the Belgian Congo and Ruanda-Urundi, no duties were collected on imports into Ruanda-Urundi from that factory, which was sufficient for the present local needs. Should those needs increase the Administration would reconsider the matter.

At the same session, the Council adopted the following conclusion:

The Council, expressing its appreciation of the action of the Administering Authority in placing before it the full text of the agreement for the establishment of a syndicate for the electrification of the Kivu (Belgian Congo) and Ruanda-Urundi, notes that the Territory will benefit considerably from this enterprise.

Public finance

The data at the disposal of the Administration do not allow a satisfactory estimate of national income.

The budget of Ruanda-Urundi is prepared by the Territory's administrative services. It is examined by the Council of the Vice-Government-General of Ruanda-Urundi, and then communicated to the Governor-General of the Belgian Congo, who transmits it, together with his views, to the Minister of the Colonies at Brussels. The budget is then passed by the Belgian Parliament, after which it receives the royal approval and is promulgated.

Revenue for 1951 was estimated at 321 million francs, as against 277 million francs in 1950. Actual revenue for 1950 was 386 million francs and the provisional total for 1951 was 490 million francs, the yield from indigenous taxes (poll, polygamy and cattle) being 110 million francs (22 per cent), and from customs duties 189 million francs (38 per cent).

Expenditure for 1951 was estimated at 364 million francs. A deficit of 43 million francs had been allowed for in the 1951 budget. It was thought probable, however, that on balance the ordinary budget for 1951 would show a surplus. In 1950 the budget closed with a surplus of 50 million francs instead of the expected deficit of 48 million francs.

The Administering Authority estimated that 60.33 per cent of the ordinary and exceptional expenditure in 1950 was in the direct interests of the indigenous

inhabitants; the figure was 44.22 per cent if outlay of the indigenous coffee-equalization fund, which was not strictly expenditure, was excluded. In 1949 and 1948, the percentages were 41.73 and 46.34 respectively.

These figures included neither the budgets of the indigenous treasuries of the two *pays* and the chiefdoms, nor the contributions of the Fonds du bien-être indigène. In 1948 the Fonds contributed 56 million francs, in 1949, 66 million francs, and in 1950, 54 million francs. The 1951 programme of the Fonds anticipated an expenditure of 50 million francs. Under the 1951 budget for the indigenous treasuries, total revenue was 60 million francs and total expenditure 55 million francs.

The extraordinary budget for 1951 estimated an expenditure of 161 million francs, chiefly in respect of work on roads, ports and miscellaneous constructions. The expenditure would be covered by another reimbursable but non-interest-bearing advance from the Belgian State to Ruanda-Urundi.

The public debt of Ruanda-Urundi, which in 1944 stood at 175 million francs, had fallen to 20 million francs in 1947. In 1950, the new loan from Belgium raised it to 170 million francs, and in 1951 to 320 million francs.

Total investment outlay under the Ten-Year Plan will be 3,670 million francs, 2,270 million of which will be borne by the Treasury. Responsibility for the interest will probably be assumed by Belgium, while amortization, which is to be spread over twenty-five years, will be the responsibility of Ruanda-Urundi as from 1959.

In 1951 the Belgian Congo and Ruanda-Urundi Savings Bank, the head office of which is in Leopoldville, opened an office at Usumbura. On 31 December 1951 private deposits amounted to 8.7 million francs, 2.6 million of which had been deposited by 2,377 indigenous inhabitants.

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

General

The representative of New Zealand believed that, in general, the economic development of the Territory, thanks to the measures taken by the Administering Authority, was progressing as satisfactorily as could be possibly expected.

The representative of the Union of Soviet Socialist Republics stated that, because of the policy of the Administering Authority, the indigenous population was obliged to carry on a very primitive agricultural economy and could not take an active part in the economic life of the country. He drew attention to the Visiting Mission's statement that, apart from cattle raising and the growing of subsistence crops and certain cash crops, the indigenous inhabitant played only a minor role in the economy. The representative added that the predominant part in the economy was played by European companies and individuals. There were eighty-four Europeans undertakings in the mining industry, for instance, and not a single enterprise owned by Africans. The annual report showed that of ninety-seven organizations engaged in trade, agriculture and industry only one, a farm, belonged to the indigenous inhabitants. The Administering Authority was putting

a brake on the development of the economy in the interests of the indigenous population, having in mind only the objective of taking out of the Territory as much raw material as possible. The Ruzizi Cotton Company had a monopoly for the processing and distribution of cotton, which was processed mainly for sending abroad. As had been admitted by the special representative during the ninth session, the Administering Authority did not plan to create a textile industry in the Territory, and so, being placed in the position of a raw material appendage of the Belgian Congo, the Territory was obliged to import cotton goods from the Belgian Congo instead of manufacturing them from its own cotton.

The special representative of the Administering Authority pointed out that the indigenous inhabitants at present were tending to go into commerce rather than into industry, apart from agriculture and stock-raising. As to the suggestion that the Administration was restricting their economic activity, the Ten-Year Plan stated that the harmonious development of the Territory made it essential that they be integrated into the complex economy called for in the development of production. It was possible that this integration would have to be slow, and the Administration had a fundamental role to play in it.

Agriculture

The representative of China was gratified to see that the Administration was taking steps to carry out a re-grouping programme so that isolated populations might be organized into villages and community life might be developed. He was certain that further information on the gradual implementation of that scheme would be most welcome to all members of the Trusteeship Council.

The representative of New Zealand endorsed the recommendation of the Visiting Mission that the Administration should endeavour to break down the isolation in which the indigenous population lived. He stated that it might be found desirable to train selected indigenous inhabitants in community development and leadership along the lines undertaken in the Man-of-War Bay School in the Cameroons under British administration.

Stock breeding

The representative of Thailand stressed the importance of the problem of cattle, the solution of which was of the utmost importance from the social, economic and political point of view. For the first time the Administration had suggested a plan for the solution of the problem and he urged it to put the plan into effect without delay.

The representative of New Zealand endorsed the view of the Visiting Mission that the Administration should proceed as rapidly as possible to the solution of the cattle problem. He appreciated that a rapid solution of that problem was largely a matter of creating a new mentality in the indigenous population. He hoped that the Administering Authority could encourage that change in mentality.

Land tenure and European settlement

The representative of the Union of Soviet Socialist Republics stated that it appeared from the reports of

the Administering Authority and of the Visiting Mission that the Administering Authority continued to carry out a policy of alienation of land from the indigenous population. By virtue of a decree of 5 February 1932, the Administering Authority had the right to alienate land from the indigenous population, allegedly in the common interests of the Territory. In 1951, the Administration had alienated 292 hectares and 12 ares of land from the indigenous population, and thus owned a total of 129 square kilometres. Non-indigenous inhabitants possessed 218 square kilometres of land. The report of the Visiting Mission, furthermore, stated that the Ten-Year Plan of the Administration provided for new alienations of land to be made under various pretexts. The Trusteeship Council should recommend to the Administering Authority that it return to the indigenous population the lands alienated from it in any way and that it should not in future allow the alienation of land belonging to the indigenous population.

The special representative of the Administering Authority replied that to speak about restoring or returning alienated lands to the indigenous inhabitants was to assume that these lands had been unlawfully appropriated. There were no such lands in Ruanda-Urundi. The representative of the USSR had cited lands belonging to the State, i.e. to the indigenous inhabitants who benefited from them to the same extent as the other inhabitants: lands for roads, airports, harbours, administrative buildings and forest reserves. As for lands granted to non-indigenous private persons, these were acquired in a regular manner, with the agreement of the interested parties, upon payment, and under the control of the judiciary. It would be as illogical to return such lands as it would to restore to the Belgian people lands or buildings which Africans acquired in Brussels.

Communications and transport

The representative of China noted the observations of the Visiting Mission to the effect that the Administering Authority might not have given sufficient attention to the question of indigenous transport. He hoped that the Administration would make further efforts not only to procure more mechanized equipment for road-building, but also in connexion with its widespread application, and, in general, that the whole problem of transport would receive increased attention from the Administering Authority.

Public finance

The representative of China was pleased to learn that those who were subject to income tax were not required to pay the poll tax. He stated that if the Administration could see its way clear to widen the levy of the income tax, that would eventually eliminate the head tax, which was generally considered to be undesirable.

The representative of the Union of Soviet Socialist Republics pointed out that the Administering Authority continued to enforce the payment of a poll tax. There was no progressive taxation which might take into consideration the capacity of the indigenous population to pay. Taxation was exacted from every indigenous inhabitant, even if he had no income whatever. At the

same time, the chiefs and the sub-chiefs were exempt from this taxation, while receiving incomes from the Administration of from 7,000 to 225,000 francs a year. The Trusteeship Council should recommend that the Administering Authority take steps to replace the head tax by a progressive income tax system, or, at least, by a system of income tax taking due account of the property status and taxable capacity of the population.

The special representative of the Administering Authority explained that the exemption of the chiefs was formerly provided for because they had onerous duties and because one of the main purposes of the head tax was to bring about a gradual transition from subsistence economy to a modern money economy, the inhabitants having to procure a limited amount of money either through the sale of produce or through lucrative employment. This was no longer significant since, having annual incomes above 9,000 francs, they were subject to other taxes. On the other hand, all of them owned cattle for which they were taxed. As for others, exemptions were made in the case of those who proved themselves unable, because of illness, to work for six months. He emphasized that the head tax did not apply to inhabitants subject to other personal taxes, that the rate of tax was fixed by region according to the resources of the region, and that it was augmented, in the case of owners of cattle, by a proportional tax.

4. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Over-population; emigration; movement of labour

The exceptional density of the population in Ruanda-Urundi (the average density is 71.67 inhabitants per square kilometre but the population is in fact very unequally distributed over the various regions) and its numerical growth constitute an acute demographic problem. At its sixth and ninth sessions, the Trusteeship Council expressed the hope that the Administering Authority would continue to study the possibilities of migration from the over-crowded areas of the Territory into less heavily populated areas within Ruanda-Urundi or neighbouring territories.

Migration to the Belgian Congo, which began in 1947, has slightly relieved the over-population of the Territory. So far, about 24,000 persons have been resettled in the Gishari Region (Belgian Congo). In 1950 and 1951, more than 16,000 indigenous inhabitants of Ruanda-Urundi emigrated to another neighbouring area of the Belgian Congo. Over the next ten years arrangements will be made for the resettlement of about 100,000 indigenous inhabitants. The Administration considers, however, that the implementation of the emigration programmes already studied or under consideration will not suffice to improve the situation materially and that it will be necessary either to create conditions in which the productivity of the Territory would be substantially increased or, as an alternative, to organize population movements on a much larger scale in the future.

The emigration of workers still proceeds in two directions: towards the Belgian Congo, and towards Tanganyika and Uganda (seasonal workers).

The number of workers emigrating to the Belgian Congo was 18,452 in 1948, 14,371 in 1949, 11,294 in 1950 and 12,319 in 1951. The numbers of workers emigrating to Tanganyika and Uganda was 41,387 in 1947, 31,621 in 1948, 27,596 in 1949, 24,229 in 1950 and 25,269 in 1951. According to the Administering Authority, the decline is due particularly to changes introduced in Ruanda-Urundi into the system of customary levies, in particular into the system of levies in the form of labour which were made compulsorily redeemable in 1949.

In 1948, the Governments of Ruanda-Urundi, Uganda and Tanganyika instituted a system of annual conferences at which matters relating to seasonal emigration were discussed and settled, and the decisions taken were put into effect on both sides of the frontier in order to provide emigrants with the maximum guarantees of security, particularly by means of the control of recruitment, the building of transit camps and the provision of medical services.

The 1951 Visiting Mission recognized that seasonal migration under present circumstances absorbed some of the surplus labour of Ruanda-Urundi and temporarily brought some relief in the pressure of population; however, because of the accompanying social dislocations, the Mission did not think that large-scale seasonal migration of labour from Ruanda-Urundi was desirable.

Discrimination

The annual report points out that the enjoyment of human rights and fundamental freedoms is guaranteed to all sections of the population without distinction as to race, sex, language or religion, under the Belgian Congo Government Act of 18 October 1908, which is applicable to Ruanda-Urundi.

At its fourth and sixth sessions, the Trusteeship Council, which had received a number of petitions from Asians in Ruanda-Urundi, had recommended that the Administering Authority should review all the legislation of Ruanda-Urundi involving racial discrimination, particularly the laws on residence, land tenure, alcoholic beverages, firearms, the penitentiary system and immigration.

After receiving information from the Administering Authority, the Trusteeship Council noted with satisfaction, at its ninth session, that the Administering Authority had reviewed the legislation on firearms and eliminated from it any aspect of racial discrimination, and that it was considering a revision of the legislation relating to the penitentiary system and to alcoholic beverages with a view to eliminating any aspect of racial discrimination; the Council repeated its recommendation, however, that the Administration should continue to review all legislation involving discrimination, including legislation on residence and immigration.

Under the 1948 legislation which governs immigration matters, any person who is not an inhabitant of the Congo or a native of Ruanda-Urundi and who, through lack of education, is unable satisfactorily to read and write a European language, is regarded as undesirable and may not enter Ruanda-Urundi; but this provision does not apply to a married woman.

accompanying her husband, or proceeding to join him, or to children of 14 years or under.

With regard to residence, the Administering Authority had explained, in the annual report for 1948, that the existence of separate European, Asian and indigenous quarters in urban areas was rendered necessary by the differences in the ways of life of the communities, and there was no question whatever of a one-sided prohibition on Asians for living in the European quarter.

Plans for reforming the penitentiary system are now being worked out and the reform of the legislation relating to alcoholic beverages is still being studied.

The 1951 Visiting Mission received certain complaints concerning freedom of movement within the Territory and, in particular, concerning the restrictions preventing indigenous inhabitants from moving about freely by night in the urban areas.

Under the regulations in force in the Territory, no indigenous inhabitant may leave his chiefdom for a continuous period of more than thirty days without a "transfer passport" from the chief or his deputy. The passport is also required if an indigenous inhabitant leaves his residence to stay for a continuous period of thirty days in a part of the chiefdom over which non-indigenous inhabitants hold private rights.

In addition, in urban areas, European centres, or in parts of such urban areas or European centres designated by the district commissioners, the indigenous inhabitants are not allowed to move about between 10 p.m. and 4.30 a.m. unless required to do so by their duties in a public service.

Several reasons were advanced to the Mission in justification of this measure, including the need to take proper precautions against theft and other offences. The Mission expressed the view that the desired results could be achieved by other measures, which would be equally effective, would not give the impression of racial discrimination, or would not place too arbitrary a restriction on personal liberty.

At the eleventh session of the Council, the special representative of the Administering Authority stated that the regulations relating to the movement of indigenous people at night in urban areas were simply a measure of protection against robbers. It had so little to do with discrimination that in the *centres extra-contumiers*, where only indigenous people live, it had become necessary to apply the same measures. When the Administration could set up a system of street lighting, and could organize a well-disciplined indigenous police force that was conscious of its duties, the regulations could easily be cancelled.

The petitions received by the 1951 Visiting Mission included some complaining of discrimination against Africans in judicial matters and in admittance to hotels and restaurants.²⁴⁰ By contrast, the Union des colons du Ruanda-Urundi claims that in many respects there is racial discrimination against the whites, for example in judicial matters, social and labour legislation, expulsion from the Territory and electoral matters.²⁴¹

As its eleventh session, the Council adopted the following recommendation:

The Council, recalling that at its fourth, sixth and ninth sessions it recommended that the Administering Authority review all the legislation of the Trust Territory involving racial discrimination, notes that regulations are in force in the Territory which limit the movement of persons; takes note of the statement of the Administering Authority to the effect that these restrictions are designed, particularly, as a precaution against theft and other offences; recommends nevertheless that consideration be given to the possibility of adopting at an early date alternative measures which would not give an impression of racial discrimination, and that the Administering Authority review as a whole the regulations dealing with movement of persons which restrict the personal liberty of the inhabitants.

Labour and manpower

The total number of indigenous workers in permanent employment rose from 51,948 in 1947 to 81,190 in 1951. In 1951, industry provided employment for 24,434 workers; agriculture for 10,738; commerce for 10,002; the religious missions for 15,195 and the administrative services for 14,344; 6,477 were employed in miscellaneous occupations.

In 1951, 46,266 indigenous workers were engaged in non-permanent employment, of whom 15,216 were employed by the Administration, 10,323 by the missions and 20,727 by private persons.

The legislation governing indigenous labour is based on the Decree of 16 March 1922 which sets forth the rights and duties of master and servant.

At its sixth session, the Trusteeship Council recommended that the penalties applicable under this legislation for breaches of contracts of employment should be abolished as soon as practicable.

The Trusteeship Council was informed at its ninth session that the revised legislation on contracts of employment would provide that certain categories of indigenous workers — for instance, those with a certain degree of education and those who had been in employment for three years without having prosecuted — should not in future be penally liable for non-fulfilment of such contracts.

The annual report for 1951 pointed out that, in 1951, 1,246 indigenous workers were sentenced to imprisonment for desertion from work or dereliction of duty; 288 were sentenced to fines on the same counts and three were acquitted. In 1950, the figures had been 974, 206 and eighty-seven respectively. In 1951, thirteen employers were ordered to pay fines for various infringements of labour contracts.

At the eleventh session of the Council, the special representative of the Administering Authority stated that a draft decree was under study which would reduce the number of cases of penal sanctions for breaches of contracts of employment.

Since 1949, legislation has been in force concerning compensation for industrial accidents and occupational diseases in the case of indigenous workers.

In 1951, a Labour Inspector was appointed to supervise the strict observance of conditions of employment. A second inspector will be appointed in 1952.

²⁴⁰ T/Pet.3/48, T/Pet.3/50, T/Pet.3/51, T/Pet.3/53.

²⁴¹ T/Pet.3/39, T/Pet.3/55. For action taken by the Trusteeship Council, see resolution 491 (XI).

Since 1946, indigenous trade unions, local workers' committees, indigenous labour and social progress commissions, collective labour disputes and collective stoppages of work have been governed by trade union legislation. No indigenous trade union has as yet requested recognition in Ruanda-Urundi.

Two Regional Commissions for Ruanda and Urundi, and a Labour and Social Progress Commission were set up in 1949. They are intended, *inter alia*, to develop among the workers and their families a better knowledge of their interests and social duties and a feeling of responsibility towards their work. Each of these three Commissions held two meetings in 1951.

In view of the lack of training and trade union experience and the generally reticent nature of the representatives of the indigenous workers, the 1951 Visiting Mission felt that the burden of protecting the interests of the indigenous workers undoubtedly rested with the Administration's representatives on the Commissions. The presence of indigenous representatives in these Commissions was, however, of great importance from the educational point of view. The Mission felt, however, that trade union activity should be further developed and that the Administration should give wider encouragement to workers to study questions affecting their own interests.

With regard to the wages of indigenous workers, the Council, at its sixth and ninth sessions, had noted that the level was still extremely low and had recommended that the Administering Authority continue to carry out studies of the standards of living and wages of the indigenous population with a view to improving the position of the population in that respect.

The Administering Authority pointed out that the survey of the resources of the population started by the Administrators of the Territory in 1951 showed a notable improvement in the standard of living, which is corroborated by the increased volume of purchases at the trading depots.

According to statistics, the average daily wage rates at Usumbura in 1951 were 10 to 12 francs for a labourer and 7 to 10 francs for an agricultural worker; for skilled workers they were higher—for example, 40 to 100 francs for a driver and 25 to 150 francs for a typist.

The 1951 Visiting Mission noted that wages had risen since the visit of the previous mission in 1948, but considered that the existing wage level was still low in relation to the Territory's productivity and expressed the conviction that further increases in the general wage scale were essential for the advancement of the Territory and its inhabitants.

The Mission had the impression that there was a tendency, at least among some employers, to favour the maintenance of an economy based on low wages and to justify the present level of wages on the grounds of the low productivity of indigenous workers. A considerable increase in the productivity of labour is, of course, needed. However, the Mission felt that, although many employers were making substantial contributions to that end through the provision of better houses, medical facilities, food and education, insufficient attention was being paid to other measures which might produce beneficial results in the long run. The Mission con-

sidered, therefore, that greater incentive should be given to workers to acquire new skills and fit themselves for more responsible and better paid occupations.

According to the Ten-Year Plan, the existing level of wages is justified from the economic viewpoint in view of the poor quality of the majority of workers, but is not justified from the social viewpoint. The Government's policy is to advance gradually, by stages, towards the minimum living wage and to go beyond that when the various steps to be taken to improve the quality of the manpower have produced their effect. The minimum living wage is calculated periodically, and the calculation is examined by the Ruanda-Urundi Labour and Social Progress Commission. In 1951, at Usumbura, the statutory minimum wage was 66 per cent of the minimum living wage, and in the interior it was 64 per cent of the minimum living wage. In 1952, these figures will rise to 72 per cent and 71 per cent, respectively. In practice, however, it should be noted that the wage paid is generally higher than the statutory minimum.

The view is expressed in the Ten-Year Plan that the essential manpower problem is low productivity. This state of affairs is due, first, to obstacles related to custom; secondly, to poor health and deficient diet; and thirdly, to the lack of vocational training and of skill. The Ten-Year Plan contains a programme of action to overcome these obstacles. More particularly with reference to vocational training, the Plan proposes that primary education should follow more practical lines and that vocational teaching should be expanded; it is hoped that the organization of "qualification boards" will remedy the deficiency of skill on the part of workers. In this respect, the 1951 Visiting Mission felt that the use of qualification boards might lead to an over-complex system which could retard the development of a more productive labour force. In any event, the Mission noted with satisfaction that the question of manpower had received the attention of the authors of the Ten-Year Plan; it concluded that there was need for vigorous intervention on the part of the Government to increase labour productivity and to raise the existing level of wages.

Co-operative system

The 1948 Visiting Mission, and the Trusteeship Council at its ninth session, had expressed the hope that co-operative enterprises would be established in the Territory.

Under the Decree of 16 August 1949, the Government can approve indigenous co-operatives which in turn can obtain interest-free advances. The co-operatives are managed by managers who may be indigenous or not, assisted by a board consisting solely of indigenous inhabitants. In addition, the Government of Ruanda-Urundi may attach an educational committee to each association approved. The Governor has appointed a deputy, who took up his duties in April 1951, to promote the establishment and development of indigenous co-operatives and to supervise the course of their operations. He has an unlimited right of inspection, though not the power to intervene in their management. The Administration believes that this system protects the indigenous inhabitants from their lack of experience in this field, which is quite new to them. This system of supervision will be discarded as the

indigenous inhabitants acquire more knowledge and display more initiative in the management of such associations.

A consumers' co-operative has been set up at Kigali, but is not yet in operation. A consumers' co-operative was also set up at Usumbura and will commence operations in 1952; an artisans' co-operative and two cotton and food producers' co-operatives are about to be formed and a series of other projects are under study: consumers' associations, tobacco planters' and market gardeners' co-operatives, house-builders' co-operatives, a co-operative dairy, an association of coffee planters, and others.

The Ten-Year Plan contemplates the establishment of a stock-raisers' association, cotton and coffee producers' co-operatives, oil producers' co-operatives, peach-growers' co-operatives, hotels and public transport undertakings.

Public health

The total funds appropriated for public health under the ordinary budget in 1951 amounted to 64,373,800 francs. The contribution of the Native administrative treasuries and the treasuries of the *pays* was 8,283,314 francs. In addition, the Indigenous Welfare Fund contributed 12,530,000 francs in 1951 and private companies more than 8 million francs. In all, about 93 million francs were allocated to the medical service in 1951, as against 90 million in 1950, not taking into account a certain amount of medical construction work which was paid for out of the budget for public works.

In 1951, the Territory had one mixed hospital for Europeans and Asians and thirty-five hospitals for indigenous inhabitants. Altogether, 2,725 beds were available for indigenous inhabitants in the various hospitals in 1951, an increase of 410 over 1950. The new hospital for Africans was inaugurated at Usumbura in July 1951. It already provided 316 beds and the number was to be increased to 460 during 1952. There were in addition eighty-nine dispensaries, six maternity hospitals and one isolation hospital for sleeping-sickness cases. Eight new rural dispensaries, three maternity hospitals and one sanatorium were under construction and a start had been made on a new sanatorium.

At the end of 1951, the Government's European staff consisted of twenty-six medical practitioners, one dentist, and thirty-five medical assistants or health officers. In all, the Territory possessed sixty-three medical practitioners (fifty-four in 1950), three pharmacists (two in 1950), two dentists (two in 1950), nineteen midwives (eighteen in 1950), twenty-eight nurses (thirty in 1950), fourteen colonial nursing assistants (twelve in 1950), sixty medical assistants and health officers (thirty-seven in 1950). In addition to the European staff there were twenty-eight indigenous medical assistants (seventeen in 1950), forty certificated male nurses (forty-seven in 1950), 482 assistant nurses (443 in 1950), and seventy-eight assistant midwives (sixty seven in 1950).

The total number of consultations in 1951 was 7,884,663 for the indigenous population, 18,230 for Europeans, 7,243 for Asians and 1,466 for Eurasians.

Indigenous medical assistants are trained by the medical section of the Astrida School Group in a four-year course followed by two years' probationary

training. A government nurses' school had been opened at Usumbura, and another at Kigali; a third was to be opened in 1952 at Ruhengeri. There were four schools for indigenous assistant nurses and four schools for indigenous assistant midwives. During 1951, five indigenous medical assistants, twenty-nine assistant midwives and sixty-six assistant nurses received certificates.

The report for 1951 drew attention to other action affecting public health and hygiene: the continuation of teaching work at Usumbura; improvement in the refuse disposal service; continuation of the campaigns against relapsing fever and sleeping-sickness. An anti-tuberculosis mission from the Centre of Medical Research of the University of Brussels, subsidized by the Indigenous Welfare Fund, examined 130,000 indigenous inhabitants and detected 2,423 cases of pulmonary tuberculosis; forty-six infants' clinics gave 800,237 consultations in 1951, as against 692,522 in 1950; and hygiene continued to be taught in schools, social service centres, pre-natal clinics and infants' clinics.

At Astrida there is a laboratory for bacteriological and serological diagnosis. In April 1951, the Institut pour la recherche scientifique en Afrique Centrale (Central African Scientific Research Institute) undertook epidemiological research, first, into the *anopheles* mosquito and malaria, and, secondly, into the tsetse fly and trypanosomiasis.

Under the Ten-Year Plan it is proposed to improve, expand and increase the number of health facilities, so that the four chief centres should be equipped with hospitals for indigenous inhabitants, Europeans and Asians; each *pays* should have two rural hospitals (which would involve the construction of seventeen new hospitals, bringing the total to thirty-nine); and the number of rural dispensaries should be increased until they serve a maximum area of 10 kilometres radius (which will involve the construction of ninety-eight new dispensaries, bringing the total to 182). The Ten-Year Plan also proposes more intensive maternal and child welfare; the construction of two sanatoria for tuberculosis cases, a mental hospital and two lepers' farm villages; more intensive efforts to improve sanitation; the purchase of thirty ambulances; and the construction of a new medical laboratory at Astrida, a public health laboratory at Usumbura and a pharmaceutical depot. It is planned that the number of European medical practitioners will increase from thirty-eight to eighty-one, of European medical assistants and health officers from forty-two to fifty-four, of indigenous medical assistants from twenty-six to 108, of indigenous male nurses from thirty-nine to 430, of indigenous assistant nurses from 214 to 642 and of assistant midwives from eighteen to ninety-three.

The 1951 Visiting Mission considered that the Belgian Administration had achieved substantial results in the field of medical and public health services and was favourably impressed by the hospitals, dispensaries and maternity hospitals which it visited. It felt, however, that the dental service should be improved by increasing the number of government dentists. It expressed the hope that the Administering Authority would give special consideration to the possibility of

making arrangements for the training of indigenous doctors.

At its eleventh session, the Council adopted the following recommendation:

The Council notes with satisfaction the conclusion of the Visiting Mission that the Administering Authority had achieved substantial results in the field of medical and public health services; notes the valuable assistance accorded to these services by private agencies and scientific bodies in the metropolitan country; commends the Administering Authority in particular for the special campaigns against tuberculosis, malaria and other diseases; and, recognizing the need for further expansion of the medical and health services, welcomes the prominence given to it in the Ten-Year Plan and urges the Administering Authority to give continued attention to the problem and to consider including on a larger scale in its future programmes the training of indigenous inhabitants as medical practitioners.

Housing, food, water supply

In the customary districts, the only social structure found among the indigenous population of Ruanda-Urundi is the family group; the people are scattered over the hills and there are no villages at all. Most of the population still live in thatched huts. In 1948, the Government began to build healthy houses which were placed at the disposal of the indigenous inhabitants in return for long-term payments, but the experiment aroused no enthusiasm among the persons concerned, save in a few scattered areas. By the end of 1951, 1,903 houses had been completed outside the urban areas. The building programme had been suspended while final plans for regrouping the population were being worked out. The regrouping programme will be spread out over several decades, and will begin with a few experiments with more to follow. Even now, under agreements between the Government and the treasuries of the *pays* and through the contribution of the Indigenous Welfare Fund, each *pays* has about 10 million francs to spend on the building programme when it is resumed.

In the extra-customary centres, and the urban areas where there are already 3,670 houses, the problem is different. At Usumbura there is an Office des centres extra-coutumiers the purpose of which is to deal with problems of housing and town planning. The Office spent most of 1951 preparing town-planning and building programmes. The programme for 1952 includes 470 houses, and six buildings each offering quarters for twelve unmarried persons.

As regards food, the Ten-Year Plan recalls that Ruanda-Urundi has always been a country of periodic famines and shortages. In addition to anti-famine measures and to the agricultural development programme, the Administration also intends to improve the quality of the indigenous inhabitants' diet by increasing supplies of fats and animal proteins. Once the Ten-Year Plan is put into effect it is reasonable to hope that gradually, despite the population growth, the diet will become more balanced. The laboratory of the Institut pour la recherche scientifique en Afrique Centrale at Astrida continued its research into nutrition during 1951.

The Ten-Year Plan also gives some attention to the question of water supply. In 1951, the hydrological mission laid pipes from 1,500 springs in the rural areas, and dug about twenty water holes. As part of the Ten-Year Plan, the Indigenous Welfare Fund will assume the full estimated cost of supplying the customary districts with water, that is, a total sum of 450 million francs. In 1952, the hydrological mission will have an appropriation of 91 million francs to purchase the necessary heavy equipment.

Status of women and social welfare

The Administering Authority reports that two recent decrees are expected to raise the status of women: the Decree of 5 July 1948, made applicable to Ruanda-Urundi in 1949, on the protection of monogamic marriage by the registration of customary marriages or by the granting of legal status to religious marriages; and the Decree of 5 April 1950, made applicable to Ruanda-Urundi in 1951, which prohibits polygamy as from 1 May 1952.

The social welfare centres are continuing to provide instruction in housewifery and child care for married women. New premises will be built in 1952 for the social welfare centres at Usumbura and Astrida.

Under the Ten-Year Plan, the extension of social welfare activities to the Territory's four other extra-customary centres is contemplated.

Penitentiary reform and corporal punishment

The penitentiary system is now being revised. The principles to be applied in the new system will be a more selective and effective segregation of convicts, their close confinement, a more systematic and rational arrangement of their work, and the training of staff for the responsible and other posts in penitentiaries.

The convicts, who are required to do regular, continuous and, as far as possible, interesting work, will earn pay which they will receive after serving their sentence or which will be paid out as family relief. The prison workshops will be extended and improved in order to help to rehabilitate prisoners by teaching them trades.

With respect to juvenile delinquents, a Decree of 6 December 1950, based on the principle that minors under the age of 18 years cannot be held liable, sets up a juvenile court and in lieu of penalties provides for supervision, re-education and social rehabilitation. The decree has not yet entered into force because before it can be applied in practice many questions have to be studied and certain material arrangements have to be made. The Administration adds that so far there is little juvenile delinquency; on 1 November 1951, twenty-nine minors between the ages of 15 and 18, and twenty-eight between the ages of 12 and 14 years, all boys, were being held in prison in the Territory.

As regards whipping, the General Assembly of the United Nations, at its fourth and sixth sessions and the Trusteeship Council at its sixth and ninth sessions, had recommended its complete and immediate abolition. Formerly, whipping as a sentence could only be ordered by the Native courts; but, as from 18 December 1951, the Native courts had no longer been authorized to order it.

As a disciplinary measure, whipping had been discontinued earlier as regards persons in the service of Native districts and as formerly applied by the indigenous authorities to persons under their administration. It remained legal for second class soldiers, and in prisons, subject to certain restrictions. In the prisons, whipping is still authorized as a disciplinary measure, but as from 20 September 1951 the maximum number of lashes has been reduced from eight to four lashes. In 1951, whipping was applied as a disciplinary measure in 4,380 cases in the prisons of the Territory, the punishment varying from one to eight lashes.

The 1951 Visiting Mission visited the Usumbura central prison and the district prison at Kitega. It found the premises reasonably clean and well-kept, and the food, lodging and general sanitary conditions appeared generally satisfactory. Several petitions received by the Visiting Mission contained complaints concerning whipping and the treatment meted out in prisons.²⁴²

At the eleventh session of the Council, the special representative of the Administering Authority stated that the Administration wished to abolish the penalty of whipping completely, but for the moment it desired to retain it in principle until the rearrangement of existing prisons would allow its replacement by solitary confinement.

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

Discrimination

The representative of China was not satisfied with the regulations concerning freedom of movement. He endorsed the views expressed by the Visiting Mission to the effect that "the desired results could be achieved by other measures which would be equally effective and would not give the impression of racial discrimination or place too arbitrary a restriction on personal liberty". He further noted that the Administration had not fully implemented the recommendation of the Trusteeship Council to the effect that the Administration should review all legislation involving discrimination. He particularly referred to the discriminatory feature in the immigration law of 1948 under which any person unable satisfactorily to read or write a European language was regarded as undesirable and might not be admitted to the Territory. He was not satisfied with the explanations given on the subject by the special representative since the test of literacy should not be confined to any one language or group of languages.

The representative of the Union of Soviet Socialist Republics stated that the Administration was pursuing an anti-democratic policy which permitted racial discrimination and crude violation of the rights and interests of the indigenous population. This policy was reflected in legislation in force in the Territory, as had been pointed out in the report of the 1948 Visiting Mission. Reserved quarters had been established in the towns for Europeans, on the basis of a Decree of

11 September 1945; according to this decree the urban areas were divided into quarters for Europeans, Asians and Africans. Local legislation also provided for two different penal systems, one for Europeans and the other for Africans. According to the second Visiting Mission, that of 1951, other legislative provisions existed which permitted crude discrimination with respect to the indigenous population. According to Ordinance 347/AIMO of 4 October 1943, no indigenous inhabitant might leave his chiefdom for a continuous period of more than thirty days without a "transfer passport" from the chief or his deputy. The Visiting Mission had stated further that, as regards movement in urban areas, an ordinance issued in 1937 and amended in 1942 and 1947 provided that in urban areas, European centres, or parts of such urban areas or European centres, indigenous inhabitants were not allowed to move about between 10 p.m. and 4.30 a.m. unless they had a permit issued by the European authorities or the European employers; and even if an indigenous inhabitant received the permit, the ordinance provided, under article 2, that he ought to carry a light. Petitions received from indigenous inhabitants contained numerous complaints about a policy of racial discrimination carried out by the Administering Authority. For example, according to the petition T/Pet.3/53, flagrant racial discrimination was exercised in the courts; it stated that if, in a trial, the party happened to be an African and the judge a European, the latter would state that the African could not speak the truth, and would insult him in every possible way. The indigenous population was not allowed to enter hotels and restaurants available for white people, according to petitions T/Pet.3/38, T/Pet.3/52, and others. The Trusteeship Council should recommend to the Administering Authority that it put an end to the anti-democratic policy pursued with regard to the local indigenous population, the policy marked by racial discrimination and gross violation of rights and interests of the indigenous population of Ruanda-Urundi.

The special representative of the Administering Authority replied that it was false to say that the courts automatically gave their decisions in favour of non-indigenous inhabitants. If a petitioner had so stated, the European settlers' association (Union des Colons) had complained in the contrary direction. He hoped the Council would forgive him for using statistics in the way in which the representative of the USSR had done, but he pointed out that in 1951, out of 7,293 non-indigenous inhabitants, 27 or 2.07 per thousand, had been imprisoned; and out of 3,904,779 indigenous inhabitants 10,908, or 3.7 per thousand had been imprisoned. The special representative stated, further, that it was false to assert that indigenous inhabitants could not enter hotels. He himself had been at table several times with indigenous inhabitants in hotels at Usumbura, Astrida, Kigali and Kitoga. Admittedly, these instances were rare, but even one case was enough to prove that such discrimination was not racial but a matter of education.

Labour and manpower

The representative of China believed that the Administering Authority should do its utmost to promote and attract skilled labour.

²⁴² T/Pet.3/44, T/Pet.3/50, T/Pet.3/51 and T/Pet.3/53. For action taken by the Trusteeship Council on T/Pet.3/44, see resolution 492 (XI).

The representative of the Union of Soviet Socialist Republics stated that the wages paid in the Territory could not ensure to the worker or his family a state even of semi-starvation. According to the Visiting Mission's report, the wage of an unskilled worker was 5 to 8 francs a day. This sum was insufficient even for the purchase of a box of matches which cost from 7 to 7.50 francs. Petitions received by the Council informed it of even lower wages. For example, according to petition T/Pet.3/44, dated 27 June 1951, the ordinary African worker employed by the Government received only 94 francs per month. In view of the impossible living conditions, more than 35,000 indigenous inhabitants had been forced, in 1950, to seek a living in Tanganyika, the Belgian Congo, and elsewhere. They were obviously very much exploited; in the Belgian Congo a worker in a European enterprise received only from 3.50 to 5 francs a day, according to the Visiting Mission's report.

The special representative of the Administering Authority replied that he had already recognized that wages were inadequate. The Administration was following a positive policy for the improvement of indigenous wages. He pointed out that a five-franc box of matches was in fact a packet containing ten boxes; furthermore, the indigenous inhabitants made little use of matches, and for 5 francs could buy, if he did not wish to cut it himself, quite a large amount of firewood.

Co-operative system

The representative of China expressed satisfaction with the increase in the number of co-operatives and the establishment of new trading centres and commended the Administering Authority for those steps which helped to enhance the part of the indigenous inhabitants in the development of the Territory's economy. He hoped that no efforts would be spared to accelerate those measures.

Public health

The representative of New Zealand endorsed the Visiting Mission's hope that the need for training African applicants as doctors would be given special consideration in future programmes of the Administering Authority.

The representative of the United States of America said that his delegation had been glad to note that the Administering Authority continued to provide for the expansion of social services through increased provisions in the regular budget, in the Indigenous Welfare Fund and in the Ten-Year Plan, and particularly for the considerable augmentation proposed in the numbers of both European and indigenous medical personnel. The delegation hoped that the Administering Authority would give further consideration to the need for training fully-qualified African doctors and consider the possibility of assisting, perhaps on an experimental basis, one or two outstanding African medical assistants to pursue higher medical studies.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was not showing any concern for the needs of the indigenous population in the fields of health and education. There was not in the Territory a single physician of

indigenous extraction. The Visiting Mission had pointed out that at present there was no indigenous inhabitant in training as a physician, and that the present level of education in the Territory did not allow the training of indigenous physicians. Expenditures for health in 1950 were negligible, equivalent to some 28 United States cents per capita. Evidence of an unsatisfactory state of public health was shown by the data on diseases contained in the annual report for 1951. There were 39,795 cases of epidemic sicknesses and 672,327 cases of endemic sicknesses, of which 1,735 cases had been fatal. The Council should recommend to the Administering Authority that it increase the budgetary appropriations for health needs, in order to establish adequate medical and health services for the indigenous population.

The special representative of the Administering Authority pointed out that, if 712,122 cases of epidemic and endemic diseases had been discovered, it was due to the fact that the medical service had undertaken 7,900,000 examinations. When the anti-tuberculosis mission had completed its work, the number of discovered cases of tuberculosis would perhaps have doubled, and the representative of the USSR would not fail to draw from that fact a criticism against the medical service. The fact that 1,735 cases of disease, or 2.43 per thousand discovered, had been fatal did not seem excessive for a country supposedly so neglected. In the matter of public health expenditure, he pointed out that while 41.5 million francs had been spent up to 31 December 1951, the total for the whole budget year ending on 31 October 1952 was some 65 million francs; and the Soviet representative had overlooked an additional 8 million francs expended by the indigenous authorities, 12.5 million francs by the Indigenous Welfare Fund, 8 million francs by private organizations, and 17 million francs for the construction of hospitals and dispensaries. Thus the Soviet representative had based his calculation on some 41 million instead of more than 110 million francs.

Status of women and social welfare

The representative of New Zealand noted with satisfaction that the Administering Authority had enacted legislation which prohibited polygamy.

Penitentiary reform and corporal punishment

The representative of China expressed his keen disappointment that the Administration had not yet been able to abolish corporal punishment in accordance with the resolutions of the General Assembly, although the number of lashes had been reduced by half. The reform of the penitentiary system was an urgent matter and he hoped that the Administering Authority would expedite the arrangement for the prison reform so that there would be no further delay in the complete abolition of corporal punishment.

The representative of New Zealand was gratified to learn of the steps taken for the progressive abolition of corporal punishment and hoped that the Administration would speedily find it possible to abolish it.

The representative of the Union of Soviet Socialist Republics stated that a system of corporal punishment such as existed in the Middle Ages was still followed in the Territory. For instance, according to the 1948

Visiting Mission, whipping was generally practised by the chiefs and their assistants, and even by some European officials, particularly with respect to agricultural workers and to compulsory labour used in the building of roads. The Administering Authority had not yet put into force the resolutions of the General Assembly and the Trusteeship Council with respect to the immediate abolition of corporal punishment.

The special representative of the Administering Authority stated that the situation as regards corporal punishment had already been explained. It was completely false to state that such punishment was still applied by the chiefs, their assistants and certain Europeans. Any who did so would be held criminally liable.

5. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Pre-primary education

Nursery schools for children who are too young to attend primary schools are not yet well established and are limited to the major centres. In 1951, there were only twenty pre-primary classes attended by 1,867 children. In 1948, there were 830 pre-primary classes attended by 45,000 children. The poor results obtained, the irregular attendance and the tendency of parents not to enrol their children for a regular class at the beginning of the school year have resulted in the almost complete disappearance of pre-primary education.

Primary education

In the annual report it was stated that the aim of primary education is two-fold: (a) to educate the mass of the indigenous inhabitants to contribute to the advancement of civilization and usefully to serve their personal interests and those of the community in their native environment, and (b) to provide suitable preliminary training for specially gifted Africans who will constitute the future *élite* of intellectuals and craftsmen. The primary education programme stresses elementary manual and agricultural training, theoretical and practical hygiene and general education. The teaching of domestic science has been improved with the establishment of new domestic science departments in the central primary schools for girls. The teaching of French as a second language has been general in upper primary schools, but the vernacular is still the language of instruction.

A government school for Africans, the Astrida School Group, includes a primary education department with an enrolment of 674 pupils. The teaching staff consists of fifteen European teachers, who are members of religious orders, and fifteen indigenous *moniteurs*. Elsewhere, primary education is almost exclusively provided by the religious missions; the curricula are official, in accordance with the agreements concluded between the Government and the religious missions. Schools are inspected by an inspector of primary education and four missionary inspectors.

The reorganized system of subsidized denominational education for the African population with the assistance of the Christian missions was put into effect in Jan-

uary 1949. It includes increased subsidies for the missionary societies which operate the schools, thus enabling the missions to meet the increased obligations they have assumed under the new agreement.

As in the case of the 1938 system, religious instruction is optional in all schools receiving government grants.

The total enrolment at denominational primary schools in 1951 was 139,327, distributed as follows:

	CATHOLIC MISSIONS		PROTESTANT	Total
	Boys	Girls	MISSIONS	
Branch schools...	67,734	10,996	1,177	79,907
Central schools...	32,013	18,989	4,471	55,473
Upper "selected"...	3,605	—	168	3,773
6th preparatory...	—	168	6	174
	103,352	30,153	5,822	139,327

(The central schools are schools at a missionary post where there is at least one European missionary or indigenous minister of religion in permanent residence; branch schools are outlying establishments under the jurisdiction of the principal missionary post).

The primary schools include lower primary (compulsory first and second years and optional third year), upper "ordinary" primary (third, fourth and fifth years), upper "selected" primary (fifth and sixth years) classes and an optional intermediate class. In 1951, there were 2,400 lower primary classes, over 700 upper ordinary primary and 103 upper selected primary.

The chapel or reading schools are not subsidized and are not subject to official inspection. They are not required to teach the official syllabus. Their organization varies greatly from mission to mission. Their primary function is to give religious instruction and prepare persons of all ages for baptism. In addition, elementary instruction is given in reading, and in some cases, writing and arithmetic.

The missions reported that their chapel and reading schools were attended by 325,552 persons (245,185 in Roman Catholic mission schools and 80,367 in Protestant mission schools). From the not very accurate statistics it may be estimated that of this total 60 per cent of the pupils were girls and women; and that approximately 10 per cent were children between 6 and 14 years of age; 50 per cent were young people between 14 and 21 years of age; and 40 per cent were adults.

Moslem schools were attended by 988 children.

Post-primary education

Government post-primary education for the indigenous inhabitants is given at the Astrida School Centre where in 1951, 286 boys were receiving secondary education (scientific modern humanities) and 170 were attending administrative, agricultural, medical and veterinary courses. The teaching staff consisted of fifteen Europeans who were members of religious orders and seven European lay teachers (three doctors, two veterinary surgeons, one agricultural expert and one administrative expert).

Pending completion of the Latin secondary school, sixty Ruanda-Urundi nationals were attending the Latin secondary school at Kivu (Belgian Congo) close to the Ruanda-Urundi border.

Teachers' training is of the "subsidized denominational" type. In 1951, 277 boys and 132 girls attended Roman Catholic teachers' training schools (*écoles de moniteurs*) and ninety-six boys and three girls attended Protestant schools. The Roman Catholic missions' teacher-trainee centres (*écoles d'apprentissage pédagogique*) were attended by eighty boys and six-two girls, and those operated by the Protestant missions were attended by forty boys and twenty-two girls. It is planned to set up a teacher-training department at the Astrida School Centre in 1952.

The seven domestic science schools operated by the Roman Catholic missions had an enrolment of 140 pupils. The government vocational school at Usumbura, opened in 1951, had forty-four pupils. The craft apprenticeship schools and auxiliary schools of the Catholic missions had 453 pupils.

There is an inspector in charge of the organization and supervision of teachers' training, while a second is responsible for technical and vocational training.

Higher education

Higher or post-secondary education is at present limited to the seminaries and various departments of the Astrida School Centre. It is planned to set up a university centre by 1960.

In 1951, sixteen indigenous students from Ruanda-Urundi were attending courses at the Lovanium university centre in the Belgian Congo and five others were attending the postal and telecommunications school at Leopoldville in the Belgian Congo; the travelling expenses of the former and all the expenses of the latter defrayed by the Territory of Ruanda-Urundi. One student from Ruanda-Urundi was receiving higher education in Belgium. Indigenous Roman Catholic priests have studied in Rome. An indigenous Protestant minister attended a college in Great Britain.

General remarks

The annual report for 1951 stated that in 1950 ordinary and special expenditure on education was 32.1 million francs, or 9.58 per cent. Of this total, subsidies to missions accounted for 24.7 million francs. Expenditure for 1951 (incomplete figures) was 27 million francs, including 19.8 million francs in subsidies. To this figure must be added 12 million francs appropriated in the special budget for 1951 for building, including 5 million in subsidies to missions. The Welfare Fund contributed 23.3 million francs in 1950 and 1951 for the building of schools by missions.

In the Territory as a whole, in 1951, the missionary societies spent over 4.1 million francs for building and 1.6 million for school furniture and equipment; they spent 15.5 million francs for recurring items such as the payment of teaching staff, cost of boarding pupils and the like. Education is free at all levels and over 75 per cent of the pupils who are boarders pay no boarding fees.

The 1948 Visiting Mission, and the Trusteeship Council at its third and sixth sessions, recognized that much had been done in Ruanda-Urundi but noted that education was a *de facto* monopoly of the religious missions, the part played by the authorities being

almost entirely indirect; that primary education still stopped at a rather low level and that secondary education was practically non-existent, except for a very small minority.

At its ninth session, the Council commended the Administering Authority for the increase in budgetary allocations for education. Recalling its previous recommendation on the subject, it recommended that the Administering Authority should establish secular official primary schools providing for a full six-year course preparing the children for secondary education.

At its ninth session, the Council also expressed its concern over the small proportion of students qualified for education above the primary level, and recommended that the Administering Authority should further examine the possibility of granting scholarships for secondary and higher education and of enabling students to study overseas. It also noted that the teacher-training programme still appeared inadequate and urged the Administering Authority to place the greatest possible stress on the programme, not only at the primary level but at the secondary and vocational level as well. The Council also noted with interest the emphasis placed by the Administering Authority upon the education of girls and requested detailed information on the subject.

The 1951 Visiting Mission noted that, although education in Ruanda-Urundi had made significant progress, great efforts were still required to eliminate illiteracy and to establish a comprehensive educational system throughout the Territory. In the case of primary education, the Visiting Mission stated that it was not possible, in the absence of complete statistics giving a sufficiently accurate idea of the distribution of pupils by school years, to appraise the value and scope of the education received. It accordingly suggested that the Administering Authority should furnish more detailed statistics. The Mission also felt that, in many of the classes visited, the methods of instruction used were inadequate and that the standards of existing schools should be raised substantially. It recommended a gradual lengthening of the period of attendance in primary schools, and considered that special attention should be given to the chapel and reading schools which could serve as a ready foundation on which to build an enlarged primary school system — if the Government could agree with the missions on a programme to provide for the supervision of the schools by the Department of Education and for the improvement of their equipment and teaching standards.

In the case of teacher-training, the Mission felt that the general educational level of students admitted to teacher-training courses, particularly in the teacher-trainee centres, was too low, and that entrance requirements should be raised as rapidly as possible.

In the case of higher education, the Mission noted that there would be no graduates of secondary schools before 1954-1955 and no students with sufficient education to qualify for admission to universities or institutions of higher learning in Europe, and that there would probably be no graduates of the future university centre before 1960. In the Mission's view, it would be desirable meanwhile to arrange for some form of advanced training for a selected group of capable young Africans, and in this connexion suggested that the Ad-

ministration might consult UNESCO and the Technical Assistance Administration of the United Nations.

The Mission noted some statements by officials that it would be unwise to send African students abroad because they would find themselves in the wrong environment. The Mission felt that the argument was not conclusive. There would be disappointments and almost inevitably considerable wastage but those factors did not, in the Mission's view, weigh very heavily against the need for any country aiming at self-government or independence to develop contacts with other cultures and to educate its potential leaders in comparative methods of government.

The Mission recognized that the work accomplished in education by the religious missions, both Roman Catholic and Protestant, was impressive and that its value could not be over-estimated. It was favourably impressed by the conditions in many of the schools visited and by the evident ability and devotion of the missionaries. Without the co-operation of the missions, it would clearly have been impossible to establish as many schools as Ruanda-Urundi now possesses. However, after a careful study of educational conditions in the Territory, the Mission expressed the opinion that the Administration should play a more direct part in education by establishing non-denominational official schools and by ensuring a more complete supervision of existing schools. The Mission added that it was essential to educational progress in Ruanda-Urundi that the Administration should have under its immediate direction schools in which the educational authorities could experiment with syllabuses and teaching methods and determine the standards to be set for the other schools in the Territory.

In a different connexion, the Mission inquired how far educational policy in the Trust Territory was determined by the authorities of the Belgian Congo and brought into line with educational policies in that Non-Self-Governing Territory. It was informed that the basis for the organization of education in Ruanda-Urundi was the system set forth in the pamphlet *Organisation de l'enseignement libre subsidé pour indigènes avec le concours de sociétés de missions chrétiennes*, as planned by the Government-General of the Congo in 1948. The Mission drew attention to the situation arising from the existence of a common education system for both Territories; it felt that the Administering Authority of a Trust Territory should carry out its responsibilities in the educational field by establishing educational programme designed especially for the needs of the Territory in the light of its international status and prevailing conditions.

The Administering Authority, in reply to some of the questions raised by the Council and Visiting Missions, has furnished the particulars set forth below.

At the ninth session of the Council the Administering Authority explained that, if it had not yet established official secular schools, it was because it had not felt anywhere the need to do so. It considered that the indigenous inhabitants of Ruanda-Urundi were religious by nature and that the existing schools perfectly met their needs. Further, missionaries of all faiths who dedicated themselves to teaching did so on the basis of high ideals; they contented themselves with very small pay and cost the Treasury far less than lay

teachers who would have to be recruited for secular schools. The Administering Authority wondered whether it was not preferable to use the money at its disposal in order to extend education throughout the Territory, rather than to set up new costly establishments for which the need was not yet at all evident. When secular institutions were needed, it would not fail to establish them.

With regard to secondary education, the annual report for 1951 stated that a balance had now been established between the number of vacant places and the number of qualified candidates for admission. This situation was in part the result of the policy adopted: it was considered that, with the educational facilities at present available, it would be necessary during the next few years to limit the secondary school population in proportion to requirements, employment openings and even the physical facilities. This restrictive policy would be replaced by a broader policy as soon as resources and conditions permit.

With regard to higher or post-secondary education, the Administering Authority stated that, though the Government was genuinely anxious to admit more candidates, admission was limited by the physical capacity of the Astrida School Centre and was restricted to properly qualified candidates. It would be socially dangerous and detrimental to the future of the Territory if unqualified persons were accepted for training as potential indigenous leaders. The Administering Authority also stated that, although it gave preference to the education in the Territory of the people, study abroad was encouraged if warranted by the ability and previous education of the candidates.

The Ten-Year Plan contains the following educational programmes:

(a) In the case of boys' education, the Plan states that, whereas the objective in the past was to provide elementary education for the mass of the indigenous inhabitants and to equip the country with the nucleus of an intellectual *élite*, the task in the future is gradually to build up an intermediate *élite* of skilled craftsmen. It is planned to establish 128 new classes for lower schools (increasing the total from 2,334 to 2,462) and 110 classes for upper "ordinary" schools for pupils who do not proceed to "selected" schools (an increase from 549 to 659 classes); 102 new classes for upper "selected" primary schools (increasing the total from twenty-four to 126); four new teacher-training schools (increasing the total from two to six) for training 800 *moniteurs* in ten years; two intermediate schools (which would train 150 qualified clerks in ten years); one modern secondary school, in addition to the school at the Astrida School Centre (with an output of approximately 600 students in ten years); a Latin secondary school in Ruanda, to be followed by a second Latin secondary school in Urundi. The Plan also contemplates the establishment of five teacher-trainee centres (increasing the total from five to ten), with an output of over 2,400 *moniteurs* in ten years, and two schools for assistants in addition to new training centres.

(b) In the case of girls' education, the programme is mainly designed gradually to close the substantial gap between educational facilities for girls and those for boys. It calls for the establishment of eighty new

classes in lower primary schools (increasing the total from 148 to 228); 120 new classes in upper primary schools (increasing the total from 160 to 280); four-teen pre-primary schools (increasing the total from one to fifteen); six post-primary domestic science schools and six teacher-trainee centres (making it possible to train over 400 *monitrices*). In addition, it is proposed to establish two intermediate domestic science schools (increasing the total from one to three) and two teacher-training schools (increasing the total from two to four and providing facilities for the training of 650 *monitrices*).

(c) With regard to vocational training, which is designed to meet the still limited demands of the economy of Ruanda-Urundi, the Plan contemplates the establishment of a vocational school at Usumbura and a vocational school at Kigali offering apprenticeship and vocational training (woodwork, ironwork, building, mines and public works). It is also proposed to provide woodwork training at Kitega; twenty-one manual training shops attached to missions; four projects for training road workmen and gang leaders; workshops to meet local needs and a vocational guidance service at Usumbura.

The 1951 Visiting Mission considered that the measures envisaged in the Ten-Year Plan would certainly contribute to the improvement of existing school facilities. However, the Mission felt that the measures were limited in scope and did not touch upon two important problems: the length of study in lower primary schools and the improvement of the chapel and reading schools. The Mission considered that the post-primary education programme would, when put into effect, represent a marked improvement over present conditions, but added that three, rather than two, modern secondary schools should be established, one of them at Usumbura. As regards girls' education, the Mission gathered that, since the Ten-Year Plan made no mention of any proposal to establish girls' secondary schools similar to those proposed for boys, girls would continue to receive general post-primary education at the intermediate domestic science schools and schools for *monitrices*, but, presumably, would not be able to proceed through secondary schools to higher education. If that interpretation was correct, the Mission hoped that the Administration would reconsider its plans in order to make more satisfactory provision for the education of women in the Territory.

At the eleventh session of the Council, the special representative of the Administering Authority agreed with the Visiting Mission's view that the general education level of students admitted to teacher-training schools was too low. He stated that to demand at the present time any higher level would diminish, most considerably, the number of *moniteurs*. The Administration wished to extend and to improve education, but that was a task which requires a long time and called for perseverance and patience.

The Administration made certain reservations regarding the sending of indigenous students to foreign universities. While not formally opposed to that course, the Administration maintained, in the first place, that students going to a foreign university should first have had a secondary education. Under the present circumstances, it would therefore be necessary to send students

not to universities, but to secondary schools. That would involve considerable expense and the risk of their not qualifying for study at a university. Secondly, it was not possible to form abroad the whole *élite* which the Territory needed. The Administration felt, therefore, that the true solution of the problem was the organization on the spot of secondary and higher education, comparable with similar institutions abroad. It was only then, and in favour of the students who had completed their higher training, that it could create scholarships which would allow them to study abroad.

As regards the creation of lay schools, the Administration was desirous of extending education as widely as possible but hesitated to create schools which did not correspond to any actual need. It felt that it ought to use its resources in placing educational facilities at the disposal of the greatest possible number of indigenous people without creating, in principle, establishments which would be extremely costly and for which the need had not yet been felt. When such need arose, lay schools would be established.

At its eleventh session, the Council adopted the following recommendations:

The Council, while recognizing the substantial contribution made by the religious missions in the field of education, considers nevertheless that it is desirable that there should be more direct intervention by the Administration in the education of the inhabitants; and urges the Administering Authority to exercise closer supervision over the elementary mission schools (reading schools) and, where conditions justify it, to establish additional government schools.

The Council recommends that the Administering Authority develop and extend the existing facilities for secondary and higher education in the Territory and, in amplification of this programme, provide scholarships to indigenous students to pursue their studies abroad. The Council further invites the Administering Authority to take the necessary steps to improve teacher-training facilities in the Territory.

Schools for non-indigenous inhabitants

In 1951, there was one government primary school for Europeans at Usumbura, attended by 129 pupils, and a government school for Asians, attended by 213 pupils. There were two mission primary schools for European children, one at Usumbura, with 117 pupils and one at Astrida, with 114 pupils. In addition there were classes for Asians in various other places, attended by seventy-one pupils.

The government school for Asians at Usumbura, opened at the request of the local Indian community, was occupying temporary premises. The first section of the permanent buildings was erected in 1951 at a cost of 1,975,000 francs. An additional 3,231,000 francs has been appropriated for 1952 and, in view of the great success of the school, it will be necessary to spend as much again in 1953. The language of instruction is French and the syllabus is the same as in the schools for Europeans. The 1951 Visiting Mission reported that the problem of providing primary education for Asian and Eurafrian children deserved special attention. Certain complaints addressed to the Mission by Asians living outside Usumbura concerned difficulties in securing education for their children, and cited

cases of Asian children who had allegedly been refused admission to certain schools. Eurafrikan children recognized by their fathers or adopted by Europeans in due form are admitted to schools for Europeans if accepted by an admissions board. Those not admitted to schools for Europeans may be admitted to ordinary or special educational institutions conducted by the religious missions. At Save, for instance, there is a home for Eurafrikan children for the enlargement of which the Administration has appropriated the sum of 500,000 francs in a special budget for 1951. The Visiting Mission felt that the situation concerning the admission of Asian and Eurafrikan children to schools illustrated the desirability of establishing a number of government non-denominational schools open to applicants of all races and religions.

Illiteracy and adult education; recreation

The Administering Authority reports that there is no concerted plan to eliminate illiteracy but that a valuable contribution is being made by the Christian missionaries who insist that the children of their followers should attend school regularly and, except in the case of very old people, accept for baptism only people who can read. Some missions have organized courses for illiterate and semi-illiterate adults. Ruanda-Urundi took part in the educational conference held at Nairobi (Kenya) in August 1951. The conference, which was attended by a representative of UNESCO, was intended principally to devise means of concerted action in the territories of East and Central Africa in the matter of fundamental education.

Study groups for educated Africans have been formed in many places, and at Usumbura and Astrida the Government has undertaken the construction of clubs for educated Africans at its own expense; the clubs have meeting-halls, libraries, cinemas, etc. Two mobile cinema units toured the Territory in 1951 and gave 225 performances attended by approximately 196,000 spectators.

There are eighteen public libraries for members of the indigenous population, one of which was established in 1951. Some of the missions also have libraries. The Administering Authority states that, although the books available are both good and varied, the indigenous inhabitants at present read very little and that, generally speaking, their intellectual sloth is such as civilized people can hardly imagine.

In 1951 a public address system was set up at Usumbura. It retransmits broadcasts of the programmes of Radio Congo Belge.

Football is the most popular sport of the indigenous population. The swimming pool at Usumbura has not proved as successful as was expected.

The 1951 Visiting Mission hoped that, in the development of plans for adult education, much wider use would be made of radio, cinemas, film strips and mobile libraries.

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

General remarks on educational facilities for the indigenous population

The representative of Thailand took note of the statement made by the special representative that the

Administration would see to the establishment of secular schools when the necessity arose. He agreed that the religious schools in the Territory were not exclusively Catholic but added that there were not schools of every denomination in every important centre. He stated that it was possible that people of certain religious denominations could not send their children to the school of their religious preference because none existed in that locality and they were refused admittance to schools of other religious denominations even if they wished to send them there.

The representative of New Zealand believed that the education of the population was one of the fundamental obligations of the Administering Authority. While fully appreciating the valuable work carried out by the missions in the field of education, he would welcome a more direct intervention on the part of the Administration in the education of the people, whether by way of further supervision and assistance to the missions or, perhaps preferably, through the establishment, along with the mission schools, of secular schools. He therefore endorsed the Visiting Mission's opinion that the chapel and reading schools, representing an existing foundation on which to build an enlarged primary school system, should receive special attention from the educational authorities. That would entail an obligation on the part of the Administration to proceed earnestly and urgently with the training of teachers.

The representative of China whilst taking note of the significant progress achieved in the field of educational advancement in 1951, expressed concern at the general inadequacy of primary education in the Territory. He pointed out that not only was the number of children in the schools far less than the total of those of school age, but of those who were in school 75 per cent were attending the chapel and reading schools. Moreover, the Administration had no control over those schools, which were not primary schools in the true sense. In view of those conditions, he hoped that the Administering Authority would accept the Visiting Mission's suggestion that some arrangements should be entered into with the missions with a view to providing some kind of government supervision over the chapel and reading schools and to improving their equipment and standards.

The representative of the United States of America shared the Visiting Mission's hope that the Administration would, in its educational plans, give somewhat greater emphasis to provisions for the general education of women.

The representative of the Dominican Republic commended the Administration for the progress realized in the field of primary education and for the attention given to indigenous languages. The intensive philological work which had been done in order to determine the value and wealth of the Kirundi, Kinyarwanda and Swahili languages had been most interesting. The Administration should also be commended for the protection accorded to the work of the missionaries, without distinction as to religious belief, although his delegation shared the view of the Visiting Mission that the schools as well as the missions should be controlled by the Department of Education.

The representative of the Union of Soviet Socialist Republics stated that the overwhelming majority of the indigenous population was still illiterate. The schools were almost all in the hands of religious missions. The report of the Visiting Mission indicated that out of all children of school age—who, by approximate estimates, numbered 800,000—only one-half attended any school and more than three-quarters of these attended mission chapel or simple reading schools where the education was very elementary. It was known that this form of schooling was characterized by the absence of any real education; the majority of children who completed it could hardly write their own names. These religious schools received no subsidy from the Government. They were fully within the jurisdiction of the religious mission concerned and were not even inspected by the Department of Education. From the commentary²⁴⁸ submitted in 1951 by UNESCO to the Council, it could be seen that the Administering Authority deliberately hampered the development of secondary education and was deliberately not establishing higher educational schools in

²⁴⁸ T/903.

the Trust Territory. UNESCO had stated that the desire of the Administration not to upset the social order by placing on the market many persons who had completed school and for whom it would be impossible to find work, limited access to secondary schools to persons who had the necessary moral and intellectual qualifications. In 1951, as in previous years, only one student from the Trust Territory had received higher education abroad. Expenditures for education in 1951 constituted the equivalent of only 16 United States cents *per capita*. The Council should recommend to the Administering Authority that it set up a system of lay primary, secondary and higher education and that, to this end, it increase substantially the budgetary appropriations for educational and other cultural needs.

The special representative of the Administering Authority reminded the Council that, at its ninth session, his Government's delegation had refused to accept the statement quoted from the UNESCO commentary. In the matter of educational expenditure, the representative of the USSR had forgotten to take account of extraordinary expenditure on school construction and expenditure by the Indigenous Welfare Fund, to the amount of 19 million francs.

Chapter III

SOMALILAND UNDER ITALIAN ADMINISTRATION

1. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

Land and people

Somaliland under Italian administration is a strip of territory extending over a distance of 1,900 kilometres on the extreme north east coast of Africa. Its area is approximately 500,000 square kilometres. It is bounded on the north, east and south by the Indian Ocean; on the west by Kenya; and on the west and north by Ethiopia and British Somaliland.

The Territory may be divided into four principal geographic zones. The north east part, the Midjertein, is an extremely dry, desiccated plateau which reaches a maximum elevation of 2,200 metres. It is covered by stunted scrub and is inhabited for the most part by nomadic herdsman. The adjoining area to the south and west extending to the Uebi Scebeli River is lower in elevation, but in many respects resembles the area described above, the majority of the inhabitants being nomadic pastoralists. The region enclosed by the Uebi Scebeli and Giuba Rivers is an alluvial plain covered by acacia and euphorbia. This is the area best suited to agriculture, and mixed farming is practised by many of the inhabitants. Finally, the area lying west of the Giuba River and extending to the Kenya border presents a somewhat richer flora and fauna than the rest of the Territory because of heavier rainfall.

The climate is distinguished principally by the monsoon winds which prevail during eight or nine months of the year. The rainfall increases from north to south, but much of the Territory is arid and in some districts rainfall does not exceed 90 millimetres per year.

The indigenous population at the end of 1951 was estimated at 1,242,199 persons. The majority of these are Somalis, a nomadic and semi-nomadic people. Along the two rivers of the Territory, the Uebi Scebeli and Giuba, non-Somali agriculturalists are to be found.

The non-indigenous population was composed of approximately 23,000 Arabs, about 1,000 Indians and Pakistanis, and 4,744 Italian residents (as against 4,235 in 1950).

Mogadiscio, located on the coast, is the seat of government.

General considerations

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its resolution 310 (VIII) of 23 February 1951 concerning the full participation of Italy in the work of the Trusteeship Council and the conclusion adopted at its ninth session on this question,

as well as resolution 550 (VI) of 7 December 1951 of the General Assembly, noting the responsibilities which Italy has assumed as Administering Authority of the Territory, expresses the hope that the General Assembly will continue to study ways and means whereby Italy might be enabled to participate fully in the work of the Council.

Adoption and ratification of the Trusteeship Agreement

The Italian Parliament ratified the Trusteeship Agreement on 4 November 1951. By virtue of this ratification, the Declaration of Constitutional Principles annexed to the Trusteeship Agreement forms an integral part of the Italian law which may be considered as constituting the juridical basis of all subsequent legislation.

United Nations Advisory Council

The United Nations Advisory Council, established in accordance with article 8 of the Trusteeship Agreement and composed of representatives of Colombia, Egypt and the Philippines, has its seat in Mogadiscio. The Advisory Council submitted to the Trusteeship Council a report on its activities covering the period 1 April 1951 to 31 March 1952.

It stated that between 1 April 1950 and 31 March 1952 a total of fifty-five meetings were held. All three representatives were present in Mogadiscio for only 123 days; a quorum existed on 354 days but the report stated that it was impossible for the Council to function properly with only two members present since differences of opinion arose.²⁴⁴

The Advisory Council reported that it had replied to requests on the part of the Administration for advice on the following subjects: establishment of a municipal council in Mogadiscio and in outlying districts; reforms in the organs of self-government; mining regulations; regulations on the establishment of new economic enterprises; regulations governing fishing rights; a draft ordinance subjecting revenues from agricultural enterprises to income tax; regulations for the control of private insurance companies; establishment of an Economic Council for the Territory; establishment of a Central Health Council; labour offices; a labour inspectorate service; compulsory insurance against work-incurred accidents in industry; salaries paid to locally-recruited teachers; transfer of the power to grant pardons; and payment of dues to the Sultan of Zanzibar.²⁴⁴ In its annual report for 1951, the Administering Authority stated that it had accepted the greater part of the advice given during the year. The Advisory Council reported further that contact

²⁴⁴ T/979, pages 4 and 5; pages 11 to 33.

with the population was maintained through conferences with individuals, groups or organizations, special programmes on United Nations Day and Human Rights Day, and field trips. Communications referring to conditions or problems in the Territory were received almost daily.

On questions of procedure, the Advisory Council reported that its members were divided as to the method of dealing with communications addressed directly to it. The representatives of Colombia and Egypt considered that the Council should deal with such communications unofficially as long as the Administering Authority was ready to discuss complaints contained therein with members of the Council in a spirit of co-operation. The representative of the Philippines, on the other hand, maintained that action by the Council on communications requesting its direct intervention in matters dealing with conditions or problems in the Territory, as provided for in rule 45 of its rules of procedure, was part and parcel of the Council's function of aiding and advising the Administering Authority; and therefore that it should deal with the Administration officially with regard to such communications.²⁴⁵

The report examined also the relationship of the Advisory Council to other organs of the United Nations, and concluded that the Council had the right to establish direct contact with the General Assembly whenever matters arose which, in the Council's opinion, required that such contact be made.²⁴⁶

The representative of the Philippines annexed to the report of the Advisory Council a statement expressing his views on certain aspects of the work of the Council and of the policies and methods of administration of the Administering Authority.²⁴⁷ The most important of his observations may be found in the relevant sections of the present report.

On the basis of its observations and experience in the Territory, the 1951 Visiting Mission considered that certain factors had thus far restricted the effectiveness of the Advisory Council. It was apparent to the Mission that there was a considerable degree of disharmony among the representatives on that Council. Moreover, over long periods, one or more members had not been represented in Mogadiscio. During two periods, totalling six and one-half months, a quorum of two members could not be constituted. The fact that the Council had held only some forty meetings during the first eighteen months of its existence reflected those difficulties. Finally, the Mission noted a tendency on the part of certain elements of the indigenous population to take a distorted view of the position of the Council *vis-à-vis* the Administration and, in any instance of dissatisfaction, to appeal at once to the Council or to individual representatives to intervene with the Administration, with the apparent expectation that such appeals would ensure that their desires would be met. The Mission felt that the difficulties and dangers of the situation were apparent and that heavy responsibilities were thereby placed on the Advisory Council. Certain complaints against representatives on the Council, which

the Mission heard while it was in the Territory, appeared to be a direct reflection of the indigenous population's misunderstandings of the Council's functions.

At its eleventh session, the Council adopted the following conclusion:

The Council, noting that the role of the Advisory Council for Somaliland as defined in article 2 of the Trusteeship Agreement is to aid and advise the Administering Authority, expresses the hope that all three members will participate fully in the Council's work and remain in the Territory for sufficient periods of time to enable that body to perform its functions in the most effective and harmonious manner.

Question of the frontier with Ethiopia

The 1951 Visiting Mission heard numerous complaints arising out of the fact that a definitive border had not yet been established between the Territory and Ethiopia. It was claimed, among other things, that the provisional administrative line established shortly before the transfer of responsibility to Italy debarred certain tribes from access to their traditional wells and grazing lands. There were other complaints of cattle raiding and of the impossibility of recovering stolen stock which had been driven across the border. Seven petitions on these lines were before the Council at its eleventh session.²⁴⁸

The Visiting Mission noted that the situation of inter tribal tension and population pressure which were typical of the north was aggravated by the present frontier problem, and it appeared to the Mission that settlement of that problem was an urgent matter. The Mission expressed the hope that the delimitation of a definitive border could be carried out expeditiously, in accordance with the procedure set out in General Assembly resolution 392 (V) of 15 December 1950. If no progress could be reached by the initial method of direct negotiation, there should not be undue delay in passing to the succeeding stages of mediation and arbitration. The Mission felt that a settlement should embrace generous understandings between the governments concerned regarding the passage of persons, goods and herds back and forth across the frontier and the access to water supplies in the border areas. The Mission considered that it would be unfortunate if the independent State contemplated by the Trusteeship Agreement were to inherit an unresolved boundary question.

The Administering Authority reported that, in 1951, there was renewed bloodshed and raiding between the Averghedir and Darot groups in the Mudugh area. Prompt intervention by the police and administrative officers had brought about a cessation of hostilities and, as a means of preventing the recurrence of conflict, the Mudugh region had been constituted as a separate Commissariat with its own police force. The Administering Authority stated that tension between these groups arose from the lack of sufficient sources of water and pasturage in the Mudugh area, a situation which had been aggravated by the establishment of the provisional administrative line separating this section from Ethiopia; it expressed the hope that the construc-

²⁴⁸ T/Pet.11/73, 172, 193, 204, 212, 213, 243.

²⁴⁵ T/979, pages 42 and 43.

²⁴⁶ *Ibid.*, page 47.

²⁴⁷ *Ibid.*, annex I.

tion of new wells would, to some extent, remedy the situation.

In its observations on the petitions before the Council, the Administering Authority stated that feuds between populations located along the border were the object of particular attention on the part of local political authorities. The situation would be regularized when the political border between the Territory and Ethiopia was defined in accordance with the procedure indicated by the General Assembly in resolution 392 (V).²⁴⁹

At its eleventh session the Council adopted the following conclusion:

The Council, noting the statement of the Visiting Mission of 1951 that the settlement of the border question was an urgent matter, noting that various petitions received by the Council indicate that a number of problems arise as a consequence of the undefined status of the border, noting the concern expressed on this subject by the members of the Trusteeship Council, noting further the statement of the representative of Italy that conversations between the Government of Italy and the Government of Ethiopia, directed toward a solution of this problem, have been initiated, expresses the hope that these conversations will lead to a satisfactory settlement.

Security and order

The Somaliland Police Corps comprises 2,000 members, all of whom are Somalis. In addition there were 363 Italian *carabinieri* in the Territory at the end of the year under review. In each Residency there is a special local police force known as *Ilalos*; there were approximately 1,500 members at the end of 1951. The military forces, known as the Somaliland Security Corps, number 1,108 Italian officers, non-commissioned officers and men, as well as 3,220 Somali non-commissioned officers and men. During 1951, the number of Italian members of the Security Corps was reduced by 2,122 men.

National status of the inhabitants

Article 2 of the Declaration of Constitutional Principles annexed to the Trusteeship Agreement provides that the Administering Authority shall take the necessary steps to provide a status of citizenship for the population of the Territory, and to ensure their diplomatic and consular protection when outside the limits of the Territory and of that of the Administering Authority.

The national status of the indigenous inhabitants has not as yet been defined in a formal sense. A draft law submitted to the Permanent Committee of the Territorial Council in 1951 provides for the recognition of the nationality of persons born in the Territory, as well as for the possibility of acquiring nationality of the Territory for those who are not nationals of other States and who have resided in the Territory over a certain period of time. For the time being, the Administering Authority has considered all persons who do not possess a foreign nationality and who were born in and reside in the Territory, or who have resided in the Territory since 1940, as persons

"originating from the Territory of Somaliland under Italian Administration" and they are designated as such on their passports and other travel documents.

The Visiting Mission felt that it was desirable that this status should be formally defined.

In its observations on the Visiting Mission's report, the Administering Authority stated that, when the question of the status of the inhabitants was submitted to the Permanent Committee of the Territorial Council, the members of the latter had expressed perplexity, and some had suggested that discussion should be postponed until such time as a Legislative Assembly was established. It was the Administering Authority's intention to obtain the opinion of the Territorial Council before drafting, in consultation with the Advisory Council, a law on citizenship.

General development of the Territory

By General Assembly resolution 289 (IV), the Trust Territory is required to be granted independence in ten years from the date of adoption of the Trusteeship Agreement, 2 December 1950. In considering the effect of this provision on the immediate development of the Territory, the 1951 Visiting Mission observed that, on the one hand, the Administration must endeavour to formulate comprehensive plans in all fields, a process which normally required careful study over a long period while, on the other hand, the limited duration of the trusteeship period made it essential to achieve substantial progress in a very short time. It appeared to the Mission that there was no easy solution to this dilemma and, in its view, the Administration must continue to take vigorous action in the political, economic, social and educational fields, while at the same time striving to integrate its actions into an over-all plan.

In its annual report for 1951, the Administering Authority stated that a long-term plan in the field of education would soon be applied, that a plan for economic development was being prepared, and that a health programme would soon be under consideration. It drew attention, however, to the problem involved in the fact that, on the one hand, the implementation of those plans would require large capital expenditures and large numbers of technicians while, on the other hand, the budget must not be burdened to a point beyond the capacity of the limited resources of the Territory.

In a petition before the Trusteeship Council at its eleventh session, the Central Committee of the Somali Youth League maintained that the machinery established by the United Nations to observe the Territory's development was inadequate, and requested that:

- (a) A special questionnaire be issued for Somaliland;
- (b) A different procedure be adopted for examination of the annual reports and petitions from Somaliland;
- (c) A separate United Nations Visiting Mission be sent to the Territory every two years for at least sixty days;
- (d) More powers be given to the United Nations Advisory Council; and
- (e) The Somali Youth League be allowed to par-

ticipate in the Trusteeship Council's debates on Somaliland.²⁵⁰

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

General considerations

The representative of China stated that his delegation fully endorsed all the suggestions and recommendations made by the 1951 Visiting Mission.

The representative of the Dominican Republic, referring to resolution 550 (VI) of the General Assembly concerning the admission of Italy to the United Nations, expressed the hope that the deadlock would soon be broken and that Italy would thus be enabled to exercise all powers and functions within the Trusteeship Council.

The representative of New Zealand expressed the view that the Administering Authority should be commended for the efforts which it was making to ensure the progress of the Territory.

The representative of Belgium suggested that the Council might state its satisfaction at the manner in which Italy had exercised its duty under the Trusteeship Agreement. The Government of Italy had been completely unselfish in the administration of Somaliland, and it could never have expected to find in Somaliland either abundant raw materials or a great market for Italian industry. The only glory that Italy could find in administering Somaliland would be the proud feeling that it had brought civilization to the Territory. The report before the Council demonstrated that this duty had been carried out loyally.

The representative of France observed that the Territory was poor and that, as a consequence of considerable instability, political, economic and social advancement had been retarded. He was of the opinion that, during the last two years, the Government of Italy had shown that its objective was the improvement of the situation in the Territory. He was pleased to note that the Administering Authority had not undertaken his task with either undue delay or haste. He regretted that, although the Government of Italy could act freely as an Administering Authority and had already shown evidence of its understanding of its responsibilities, Italy was still not a Member of the United Nations and therefore could not participate to the fullest extent in the work of the Organization.

The representative of the Union of Soviet Socialist Republics stated that, although the report of the Administering Authority did not describe truly the very difficult situation of the indigenous inhabitants, numerous facts at the disposal of the Trusteeship Council proved that the Administering Authority had conducted an anti-democratic policy with regard to the indigenous inhabitants and had been crudely violating their rights and interests. Numerous facts indicated that the Italian Government pursued a policy of strengthening a cruel colonial régime in the Trust Territory.

The special representative of the Administering Authority stated that the Government of Italy would not spare any efforts to see that its work in Somaliland was crowned with success.

Form of the report

The representative of the United Kingdom complimented the Administering Authority on its report. He found, however, that the report was extremely difficult to read as a whole because of its arrangement in the form of individual answers to the individual questions in the provisional questionnaire. It was his view that this arrangement did less than justice to the very real achievements of the Administering Authority in the period under review, and that a more flexible presentation would permit members of the Council to grasp more clearly the principal characteristics and problems of the Trust Territory.

The representative of the Union of Soviet Socialist Republics stated that the report of the Administering Authority for the year 1951 did not describe fully the true situation in the Territory.

Treatment of petitions

The representative of the Dominican Republic considered that the Trusteeship Council was the only body to decide on the study and the treatment of the petitions coming from the Trust Territory. However, because Somaliland was to achieve its independence within a certain number of years, there was a political and psychological difference between the petitions from this Territory and other Trust Territories. He thought that, in view of those circumstances, petitions should not be treated in a routine manner, nor should a rubber-stamp method be used in disposing of them.

United Nations Advisory Council

The representative of New Zealand hoped that the Advisory Council would in future be able to work harmoniously and with full membership. The Council had been established by the General Assembly to aid the Government of Italy and, if it could not provide such aid, then obviously it was not fulfilling its purposes and might only lead to unrest in the Territory.

The representative of the United Kingdom stated that it was clear that the Advisory Council had not yet succeeded completely in adapting itself to the role provided for it in the implementation of the Trusteeship Agreement. Articles 8 to 11 of that Agreement contained an authoritative definition of the functions and powers of the Council. In the opinion of the United Kingdom delegation, the Council was not entitled to arrogate to itself any functions or powers in excess of these articles, and it would be a breach of the Trusteeship Agreement if it did so. From this it followed that the Council had no power to deal in any official or finite way with petitions, although in its functions in aiding and advising it might, at the request of the Administering Authority, assist in adjusting such differences or problems as might have given rise to petitions. Nor had the Advisory Council any particular position *vis-à-vis* the General Assembly, although its members might, in their capacity as members of the General Assembly, raise in that body matters affecting their role in Somaliland. It was regarded as unfortunate

²⁵⁰ T/Pet.11/120. For action taken by the Trusteeship Council on this petition see resolution 540 (XI).

that political circumstances in the Territory should have led to an assumption on the part of the inhabitants that the Advisory Council could play an executive part in the government of the Territory and that it could function, as it were, as a Court of Appeal against the action of the Administration. Referring to a petition received from the Somali Youth League, the representative of the United Kingdom cited, as an example of such thinking, the tendency of the petition to assert that the United Nations should be more and more available as a third force to impose upon the Administration the views of any particular body in the Territory. This was a misconception of the role of the United Nations in the International Trusteeship System. The delegation of the United Kingdom would prefer to be satisfied that the Advisory Council had operated executive and smoothly within the powers granted to it by the Trusteeship Agreement before considering the extension of these powers.

The representative of the United Kingdom stated further that a vast amount of the time of the Advisory Council had been consumed by discussions of procedure. No single factor could contribute more to the proper functioning of the Council than the presence in Mogadiscio of all three members together for longer periods than in the past.

The representative of Belgium expressed his profound regret that certain disagreements in the Advisory Council had become public. He stated that, if there could be a doubt whether the members represented either their governments or the United Nations in the Council, they certainly were not individually advisers to the Italian Administration in Somaliland. The Advisory Council was a collective body and should act in its collective capacity. It would be regrettable if certain members were to identify themselves with political parties, since this would not be the role of aid and assistance which the Trusteeship Agreement and the General Assembly resolution had laid down as the Council's terms of reference.

The representative of El Salvador stated that his delegation identified itself with all points of view expressed by other delegations in reference to the Advisory Council, and noted with regret that the work of that Council could have been more complete had it not been for the absences of some of its members. Without close co-operation between its members, the Council would be deficient and at complete variance with the principles on which it was based. He was of the view that the Trusteeship Council alone was empowered to deal with petitions and that the Advisory Council was not entitled to deal with them, save in some very exceptional situation where, because of particular circumstances, its co-operation might be requested.

The representative of France stated that there was no division of authority between the Italian Administration and the Advisory Council. The Council was responsible for providing advice, but decisions were to be made by the Administration, which had direct and official contact with the population. In its relations with the Administration the Council should act only as a whole. Consequently, none of its members enjoyed individual rights. The presence in the Territory of its members was required as often as possible. He was also of the opinion that the terms of the Trusteeship

Agreement did not allow the Advisory Council officially to examine petitions. It was the opinion of his delegation that neither the Trusteeship Council nor the General Assembly could delegate its power to examine petitions to the Advisory Council. This, however, did not mean that certain questions raised in petitions could not be settled through suggestions made by the Advisory Council to the Administering Authority.

The representative of the Administering Authority stated that the Italian Administration had done everything in its power to ensure smooth and harmonious co-operation with the Advisory Council and that it would continue to do so in the future. Italy had undertaken certain obligations under the Trusteeship Agreement with regard to the functioning of that Council. His Government was willing and desirous to implement them to the full, but could not accept any deviation from the spirit and letter of the Trusteeship Agreement.

Question of the frontier with Ethiopia

The representative of the Dominican Republic stated that the acute problem of the Somaliland-Ethiopia frontier could become a source of considerable difficulty in the future. The Trusteeship Council might be called upon at any moment to give advice and help in establishing goodwill and understanding with regard to this matter.

The representative of New Zealand suggested that, on account of the delicacy of the subject, no specific suggestions should be made by the Trusteeship Council. However, the Council could certainly urge the Administering Authority to use its best endeavours to further a settlement which would eliminate, as far as possible, friction over access to water and grazing in the area adjacent to the present provisional border line. Possibly a conventional zone could be established.

The representative of the Administering Authority stated that one of the first tasks assigned to the Italian Ambassador, who had only recently taken up his duties in Addis Ababa, was to express to the Government of Ethiopia the deep desire of the Government of Italy to attain as early as possible a satisfactory solution of the border problem. This had been done. The conversations had not proceeded thus far beyond the preliminary stage, but the Government of Italy was determined to spare no efforts, either through direct negotiations or through a United Nations mediator as foreseen by the General Assembly resolution, in order that an early settlement might be reached.

The representative of New Zealand was of the view that eight-and-a-half years was an extremely short time in which to develop a Territory such as Somaliland, with its backward population and the existing extent of illiteracy, from a state of stagnation and frustration engendered by its past history into a viable independent national entity. It might well seem to many to be an impossible task; nevertheless, the decision had been made and it was the duty of the Council to encourage and help the Administering Authority to the fullest possible extent in carrying out a most difficult task, on which it seemed to be entering in a most conscientious manner. It seemed obvious that, within the limited period of its trusteeship, the Administering Authority could not accomplish everything that might

be thought desirable to enable Somaliland to exist as an independent State free of the troubles which beset many of the most recently created States. In every field, everything possible should be attempted.

The representative of the United Kingdom expressed the hope that the Council would receive in 1953 the final version of the various plans now being conceived. It would then be for the Council to assess the possibility of producing within the ten-year period the political institutions, the economic resources and the social and educational systems without which the independent Somali State would be bound to fail.

2. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General situation; administrative structure

The Administering Authority, in its annual report for 1951, stated that development in the political field had been rapid. Representative organs of government had assumed their functions to an increasing degree.

The quality of the debates in the Territorial Council—the newly-established consultative body which is the principal organ in which the inhabitants participate—and the increasing interest of the public in debates were a source of satisfaction to the Administering Authority.

Municipal councils had been established in Mogadiscio and in thirty-two other communities throughout the Territory. A law had been enacted modifying the composition of the Residency Councils and the Territorial Council in order to increase the participation in these organs of political parties and of the population in general. Under the new law, the number of members of Residency Councils had been increased from 967 to 1,146, and the number of seats allotted to representatives of political parties from sixty-five to 197. The number of seats in the Territorial Council had been increased from thirty-five to forty-five, and whereas twenty-eight of the seats were allotted to Somalis in 1951, the number in 1952 was thirty-seven.

No major change was made during the year in the structure of the Territorial Administration. At its head is the Administrator, who represents the Administering Authority. He possesses powers of legislation and is head of the Executive within the Territory. He is assisted by a Secretary-General who may act on his behalf, and by an administrative staff divided into sixteen departments. The departments are as follows: Office of the Administrator; Office of the Secretary-General; Security Corps Headquarters, Department of International Affairs; Department of Internal Affairs; Office of Personnel and General Affairs; Department of Finance; Department of Agriculture and Animal Husbandry; Department of Industry, Internal Trade and Labour; Department of Currency and Foreign Trade; Department of Law and Justice; Department of Education and Public Health; Department of Public Works and Communications; Department of Information and Statistics; Printing Press Office; and Department of Accounts.

The six Regional Commissariats and the twenty-seven Residencies are under the administration of

Regional Commissioners and Residents respectively, who are appointed by the Administrator.

Political organizations

Since the representation of the inhabitants in the representative organs of government—at present advisory in character—is based in large part on the recognition of the standing of political parties, an account of the political organizations existing in the Territory may be appropriately given here.

In its annual report for 1951, the Administering Authority stated that there were thirteen political parties in the Territory which had been granted legal recognition, but that eight of them were not political parties in the proper sense of the term, i.e., three were tribal associations, three had no real existence, and two were limited in their activities to two or three inhabited centres only.

The active political parties are five in number. They are the Somali Youth League, Hisbia Dighil and Mirifle, Lega Progressista Somala, Unione Africana Somalia and Unione Nazionale Somala. The first of these, the Somali Youth League, is said by the Administering Authority to have approximately 12,000 members and to favour rapid and radical change, including the abolition of traditional institutions. The other four parties, representing the nucleus of the Conferenza Party which is in the process of disbanding, represent, according to the Administering Authority, a moderate-progressive point of view whereby the autonomy and independence of the Territory is sought together with a gradual replacement of traditional institutions. According to the Administering Authority, these four parties comprise approximately 20,000 members.

In the opinion of the 1951 Visiting Mission, the estimates of party strengths given by the Administering Authority might be low.²⁵¹

At its ninth session, the Trusteeship Council urged the Administering Authority and the political parties in the Territory to continue to collaborate within the constitutional framework of the Trusteeship Agreement, and expressed the hope that the Administering Authority would continue to promote the participation in the various councils of all parties which responsibly represented public opinion within the Territory.

The Administering Authority reported subsequently that, under the provisions of the legislation modifying the composition of the organs of government, the number of seats in the Territorial Council reserved for representatives of political parties had been increased from seven in 1951 to twelve in 1952. Provision had also been made for seating representatives of political parties in the Residency Councils.

The Visiting Mission of 1951 observed that one of the most interesting features of Somali life was the relatively high degree of development of political party activity. Developments of the last thirty years had had profound repercussions on the traditional outlook and way of life, and the first nationalistic party had taken form in 1943. The re-establishment of Italian administration had become the principal issue among the political parties. The Mission found that political issues which now had little more than historical significance

²⁵¹ T/947.

still dominated the political outlook of many persons and groups, and that attitudes formed several years ago towards the return of the Italian administration still played a disproportionately large part in determining the alignment of political parties. It observed, however, that the attitude toward the traditional forms of tribal organization was one factor of increasing importance which might well assume even greater significance as the termination of the trusteeship administration approached.

The Visiting Mission noted that much of the present political activity in the Territory, while reflecting a vigour and political consciousness which was encouraging, lacked direction and purpose. Existing political tensions would be relaxed only as the thinking of the leaders was directed into positive channels and their present somewhat sterile activity replaced by a comparably intense interest in the solution of social and economic problems. The Mission expressed the hope that the leaders of political parties would emphasize increasingly the constructive aspect of their role. The Mission felt also that new legislation should be enacted requiring every political party to register its existence with the Administration, to furnish particulars of its rules and regulations, and to supply periodic financial statements to its members. Each party should also establish the responsibility of party officers to its members. Safeguards against activities which might be contrary to the requirements of public order and security should be covered in legislation of general application.

A number of petitions from the Somali Youth League, placed before the Council at its eleventh session, alleged that its members were subjected to persecution by the Administration.²⁵² Nine other petitions, however, asserted that the Administering Authority, in an effort not to show favouritism, was indirectly giving support to oppositionist elements which were hostile to it. They asked that this preferential treatment be ended.²⁵³

In its observations on these petitions, the Administering Authority stated that the charge that the authorities arrested arbitrarily and maltreated members and sympathizers of the Somali Youth League was groundless.²⁵⁴ As regards the complaints that it was indulgent towards oppositionist elements, the Administering Authority pointed out that these complaints demonstrated that the charges of the opposition party to the effect that it was discriminated against by the Administration were without serious foundation. The Administering Authority stated that it made impartial use of every constructive element in the two opposing political movements and had no other concern than to carry out its commitments under the Trusteeship Agreement.²⁵⁵

At its eleventh session, the Council adopted the following conclusions and recommendation:

The Council, noting with satisfaction the steps taken by the Administering Authority to give political parties an increased role in the political organs of the Territory,

²⁵² T/Pet.11/40, T/Pet.11/120.

²⁵³ T/Pet.11/74, 76, 110, 111, 155, 161, 193, 201, 243.

²⁵⁴ T/952.

²⁵⁵ T/978. For action taken by the Trusteeship Council on one of these petitions see resolution 540 (XI).

shures the hope expressed by the Visiting Mission of 1951 that the leaders of political parties will emphasize increasingly the constructive aspect of their role.

The Council, noting that the present law regulating the activities of political parties, which was enacted during the period of the former Military Administration, is shortly to be replaced by a new law, urges the Administering Authority to put such a law into effect as soon as possible.

The Council noting that the Visiting Mission expressed concern in respect of the system of proportional representation of political parties in political organs, noting further the statement of the Administering Authority that this is an interim measure pending the introduction of direct elections in the urban centres, recommends that the Administering Authority proceed with its plans to hold direct elections in the towns and villages for members of the Municipal Councils and of the Territorial Council, as such elections would not only represent an important step toward full participation of the inhabitants in the political life of the Territory but would also largely eliminate the difficulties caused by the present system of proportional representation.

Territorial Council, Residency Councils, Municipal Councils

A Territorial Council was established by ordinance at the end of 1950. During the year under review it held three sessions totalling thirty-six meetings.

The Territorial Council is intended by the Administering Authority to be a central consultative and representative organ for the entire Territory, where Somalis can discuss problems relating to all aspects of government, with the exception of foreign affairs and the defence of the Territory.

Legislative power remains with the Administrator until such time as an elective legislature has been established. A Permanent Committee, composed of ten members elected by the Territorial Council from among its own members, functions between sessions to do the preparatory work for each session and to advise the Administrator.

At its ninth session, the Trusteeship Council recommended that further measures should be taken to increase the representation of the indigenous inhabitants in the Territorial Council, and that its powers and competence should be constantly extended as a means of developing the political experience of the inhabitants required for the establishment of the future independent State.

The Administration informed the 1951 Visiting Mission that no measures for the granting of legislative powers to the Territorial Council were contemplated for the time being, though there were possibilities of later development along these lines. As a preliminary step, the Administration contemplated that action might be taken to require that certain measures proposed by it should receive the approval of a majority of members in the Territorial Council before being put into effect. The Mission assumed that article 4 of the Declaration of Constitutional Principles did not preclude the progressive transfer to the Territorial Council of limited legislative powers contemporaneously with the introduction of the elective principle. It considered that such

steps were a practical necessity if the Territory was to have the maximum experience in the operation of legislative institutions during the short period of trusteeship.

The composition of the Territorial Council was modified in 1952 and the following table shows the principal modifications:

<i>Representatives</i>	<i>1951</i>	<i>1952</i>
Regional (formerly tribal).....	21	21
Political parties	7	12
Economic groups.....	2	8
Cultural groups.....	-	1
Italian community	2	1
Arab community	2	1
Indian and Pakistani community.....	1	1
	<hr/>	<hr/>
TOTAL	35	45
	<hr/>	<hr/>

In particular, the representation of political parties and economic groups was enlarged. The Administering Authority stated, in its annual report for 1951, that the principle of territorial representation had replaced the former one of ethnic representation, and that a seat had been granted to a representative of cultural organizations. At the same time, the system of secret ballot had been adopted in the designation of regional representatives. Candidates must be able to read and write either Italian or Arabic. The nomination of members is made by the Administrator from lists containing twice as many names as the number of seats to be filled. Members serve a one-year term and may be re-nominated. The eleven seats allotted to the political parties are distributed as follows: Somali Youth League, five; Hisbia Dighil Mirifle, three; Unione Nazionale Somala, two; and one each to the Unione Africana Somalia and the Lega Progressista Somala. The number of seats assigned to each party is in direct relation to the number of its branches.

The advice of the Advisory Council was sought by the Administering Authority in connexion with the change in the composition of the Territorial Council. The Administering Authority accepted most of the Advisory Council's recommendations. It rejected, however, the following recommendations:

- (a) That an equal number of seats be granted to the "progressive" and to the "moderate progressive" parties;
- (b) That the Hamar Youth Club receive a seat as a political party;
- (c) That the so-called "double list", whereby the Administrator nominated members from lists containing twice as many names as the number of seats to be filled, be abolished and that one single list only be required; and
- (d) That provision be made for the holding of extraordinary plenary sessions of the Territorial Council.

The 1951 Visiting Mission noted that the Territorial Council was not yet a truly representative institution in the full sense of the term and that at the present stage it did not possess any legislative powers. Moreover, the Mission considered, its internal organization and procedures were inadequate and a very substantial and rapid development would be necessary if it were to become a legislative body within nine years. The

Mission felt, however, that notable progress had already been made under the trusteeship administration.

The Mission felt that the present system, which attempted to combine proportional representation of political parties with representation of functional groups, was unnecessarily complicated and led to increasing fragmentation of the political structure by placing a premium on the multiplication of political parties and their branches. Fuller use could well be made in the future of the principle of territorial representation, which was already applied in the provisions for regional representation and it might initially be possible to provide for elections to the Territorial Council from constituencies in the towns, and for members from rural districts to be either nominated or indirectly elected. The Mission noted that the procedures of the Territorial Council had not been developed beyond an elementary stage. It was strongly of the opinion that functional committees, which were an indispensable part of the legislative process, should be established in the Council.

In its observations on the Visiting Mission's report the Administering Authority stated that an extensive and exhaustive debate had taken place in the Territorial Council at its first session of 1952, and that the Permanent Committee of the Council had been transformed into a functional committee which would be divided into political and economic sections as soon as possible. The system for determining representation would be simplified with the first electoral experiments which would take place in the towns as soon as the forthcoming census had been completed.

In his statement annexed to the report of the Advisory Council, the representative of the Philippines expressed the view that more vigorous "progressive" young men should be appointed to the Territorial Council in lieu of tribal chiefs. He was also of the opinion that the procedure of the deliberations in the Territorial Council could be improved.²⁵⁶

Six petitions before the Trusteeship Council at its eleventh session alleged that the real chiefs and representatives of the people were excluded from sitting on the Territorial Council.²⁵⁷ The Somali Youth League requested that the Territorial Council should be given elective representation and legislative powers as soon as possible and that, in the meantime, the method of selecting representatives on the Council should be improved.²⁵⁸

In its observations on these petitions, the Administering Authority stated that, in view of the very low educational level of the Somali population, which excluded the possibility of recourse to an electoral method of a modern type, it was compelled to establish methods of composition and selection which would mirror as accurately as possible the present structure of the Somali community, which was more than three-quarters traditionalist and tribal and less than one quarter "progressive".²⁵⁹

The Administering Authority reported that Residency Councils had functioned throughout 1951 in each

²⁵⁶ T/979, annex I.

²⁵⁷ T/Pet.11/40, 41, 103, 112 and Add.2, 120, 121.

²⁵⁸ T/Pet.11/120.

²⁵⁹ For action taken by the Trusteeship Council on three of these petitions see resolutions 497 (XI); 535 (XI) and 540 (XI).

Residency of the Territory. Each Council is composed of tribal chiefs, notables, representatives of the political parties active within the Residency, and outstanding or educated persons. The Councils are convened by the Resident and may express their opinion on all matters affecting the interests of the district, e.g., questions concerning watering-places, markets, social welfare, trade and agriculture. Members may request the Resident to convene the Residency Councils.

At its ninth session, the Trusteeship Council recommended that further measures be taken to increase the participation of the indigenous inhabitants in the Residency Councils, and that the powers and competence of the Councils be constantly extended as a means of developing the political experience of the inhabitants necessary for the establishment of the future independent State.

The composition of the Residency Councils was modified for the year 1952, provision being made for increasing representation of the branches of the political parties within the Residency.

It appeared to the 1951 Visiting Mission that the Residency Councils were not at that time functioning in the manner intended by the Administration. Discussions were carried out with difficulty and it was far from easy to obtain a majority opinion. A lack of familiarity with procedures of modern administration and the rigidly localized political outlook of many Somalis were, in the view of the Mission, serious deterrents to the effective functioning of the Councils, meetings of which were frequently adjourned because members often failed to understand items on the agenda or were reluctant to accept the responsibility of taking action on them. The Mission expressed the hope that efforts by officials of the Administration to explain methods of discussion and action to Council members would be maintained and extended throughout the Territory, and that all other necessary measures would be taken to ensure the rapid development of these local organs into genuinely representative democratic bodies.

In its annual report for 1951, the Administering Authority stated that, despite the fact that in certain districts the functioning of the Residency Councils had been hindered by mistrust, occasions on which members had refused to debate items on the agenda had decreased in frequency.

At its eleventh session, the Trusteeship Council had before it seven petitions claiming that the real chiefs and representatives of the people were excluded from sitting on the Residency Councils, which were composed only of pro-Italian elements and illiterates appointed by the Administration.²⁶⁰

In its observations on these petitions, the Administering Authority stated that the Residency Councils were composed of chiefs elected by tribal assemblies, and of representatives chosen by the political parties. The Somalis themselves, therefore, democratically elected official representatives and the Administration merely sanctioned this with its act of nomination.²⁶¹

The Administering Authority reported that, in 1951, municipal administrations, of which Municipal Councils formed a part, had been set up in thirty-two communities throughout the Territory. A Municipal Council had been established also in Mogadiscio, where a municipal administration had been in existence for some time.

The administration of municipal services is entrusted to the competent Resident, who is assisted by a council composed of between six and twelve members, most of whom are designated by the Residency Council from among notables and representatives of economic interests, cultural groups and the non-indigenous communities, if any.

At the present time the functions of Municipal Councils are purely advisory. However, their views must be sought in certain matters of importance.

Municipal services are financed by local taxes. However, there are only eleven municipal administrations which are self-sufficient in budgetary terms. Where a deficit exists, the central administration provides a direct contribution. It is estimated that, during the present fiscal year, such grants to municipal administrations will amount to 200,000 somalos²⁶² for the municipal administrations in the interior of the Territory and 260,000 somalos for the municipality of Mogadiscio.

At its ninth session, the Council recommended that further steps should be taken to increase the participation and the representation of the indigenous inhabitants in Municipal Councils, and that the powers and competence of the Councils should be constantly extended as a means of developing the political experience of the inhabitants required for the establishment of the future independent State.

The 1951 Visiting Mission was unable to comment on the operation of municipal administrations, since they had been established only a short time before it visited the Territory. It noted that authority was vested entirely in the Resident and that municipalities had apparently not been given juridical personality. It noted, however, that the Administration expected a steady and continuous development within the field of municipal government, and expressed the hope that all necessary steps would be taken to ensure the early establishment of municipal administrations having administrative and financial autonomy. The Mission also suggested that specific plans should be drawn up for the development of municipalities.

Seven petitions before the Council at its eleventh session alleged that the real chiefs and representatives of the people were excluded from sitting on the Municipal Councils and that these comprised only pro-Italian elements and illiterates appointed by the Administration.²⁶³ In its observations on these petitions the Administering Authority stated that the Municipal Councils were composed of persons designated by the Residency Councils.²⁶⁴

At its eleventh session the Council adopted the following conclusions and recommendation:

²⁶² 7.1428 somalos equal \$ US 1.00.

²⁶³ T/Pet.11/70, 79, 80, 81, 112 and Add.2, 157, 230.

²⁶⁴ T/978. For action taken by the Trusteeship Council on four of these petitions see resolutions 516 (XI), 535 (XI), 570 (XI) and 599 (XI).

²⁶⁰ T/Pet.11/70, 79, 80, 81, 112 and Add.2, 157, 230.

²⁶¹ T/978. For action taken by the Trusteeship Council on four of these petitions see resolutions 516 (XI), 535 (XI), 570 (XI) and 599 (XI).

The Council, noting with satisfaction that during the year under review Municipal Councils were created in the urban centres of the Territory and that a functional committee of the Territorial Council has been established and will be subdivided into political and economic sections as soon as possible, recommends that the Administering Authority devote particular attention to developing further the use of functional committees, not only in the Territorial Council but in the Residency Councils and Municipal Councils as well, in order that the practical political experience of the representatives in these bodies may be increased, and expresses the hope that the promising development of political maturity among Somalis, and the increasingly representative character of the political bodies, will provide a basis for a progressive expansion of their powers.

Administrative service

At its ninth session, the Trusteeship Council recommended that the Administering Authority should make every effort to build as rapidly as possible a strong and indigenous administration, using technical and educational facilities both inside and outside the Territory.

Of the 4,504 persons in the employment of the Administration during 1951, 3,730 were Somalis, 387 persons of Italian and other nationality who were locally recruited or who had served under the British Military Administration, and 363 Italians recruited in Italy. No Somali yet occupied a post on a high level in the administrative services, but the Administering Authority reported that, in a circular dated 28 March 1951 addressed to all departments and services in the Territory, the Administrator had issued instructions that means should be studied whereby the participation of Somali personnel might be increased and its responsibilities extended. The heads of government departments, the Regional Commissioners and the Residents were asked to draw up a plan for the progressive achievement of these goals and constantly to guide indigenous subordinate personnel in order that their knowledge, experience and capacity might be expanded.

Reports submitted in reply to these directives were under consideration by the Administering Authority, which stated that in the near future a general plan for the increased participation of indigenous persons in the civil service would be formulated, taking into consideration the recommendation of the Trusteeship Council.

In certain of the government services, such as the customs, post office, police and Residency offices, Somalis were being assigned to a relatively large number of responsible posts. As yet, the School of Political Administration had not been able to contribute graduates to the civil service since it was only in its second year and the duration of the course was three years. It was hoped, however, that the best qualified students might, during their vacation in 1952, assume the duties of assistants to chiefs of sections in government departments.

At the eleventh session of the Council, the special representative of the Administering Authority stated that twelve students of the School of Political Administration had been promoted and assigned to higher posts with executive functions, replacing in each case an Italian official. Two of those persons directed important sections in the central Administration,

another was executive assistant to a Resident and another would soon be appointed in the same capacity. Four Somali police inspectors were in charge of police stations and a large number of Somalis had been placed in charge of customs and post offices.

The Visiting Mission expressed the view that, if the Territory was to attain independence in nine years, it was essential that some measure should be devised to hasten the formation of a civil service composed primarily of Somali personnel. The Administering Authority was to be commended for its initiative in establishing the School of Political Administration, which was designed to produce at least the nucleus of this service within the limited time available.

The Mission also noted that, within a given category, locally-recruited staff frequently received one-third or one-fourth the salary of staff recruited in Italy. It recognized that the differentials were no doubt based on expatriation allowances and differences in training, but considered that differentials of such an order were substantial. The Administration should review its salary schedule in order to ensure that inequities were eliminated. The Mission also suggested that every effort should be made to provide in-service training to Somali personnel as a means of accelerating the process of indigenous staffing and of increasing efficiency.

The Visiting Mission also felt that there was clearly a great need not only for competent administrative personnel at all levels of the Administration, but also for technical staff required in connexion with the development plans which were to be implemented during the period of trusteeship. The Mission considered that, in respect of technical and general administrative staff, special measures were required to deal with the problem.

In his statement annexed to the report of the Advisory Council, the representative of the Philippines expressed the opinion that efforts to train Somalis to replace Italians in the civil service were inadequate and should be accelerated through a greater number of scholarships for study abroad. He also hoped that every possible step would be taken to simplify and reduce the number of departments, to reduce the number of personnel brought in from abroad, and to replace officials in the lower brackets with duly qualified Somalis.²⁰⁵

A number of petitions before the Council at its eleventh session claimed that, since the resumption of Italian administration, many Somalis had been discharged from various administrative services, including the police force, and their positions taken by Italians. They requested that this policy should be reversed and that the recruitment of Somalis in the civil service should be accelerated.²⁰⁶

Some of the petitions also protested that former fascist and colonial officials were holding positions in the Administration. Seven petitions complained on the other hand that, on assuming office, the Italian Administration had taken over a bureaucracy which was anti-Italian and nationalistic, and that only 5 per cent of

²⁰⁵ T/979, annex I.

²⁰⁶ T/Pet.11/40, 66, 67, 101, 103, 108, 112 and Add.1 and 2, 116, 117, 120, 121, 157, 176, 209, 216.

the posts in the civil service were open to members of the Unione Africana Somalia.²⁶⁷

In its observations on the petitions, the Administering Authority stated that the participation of Somalis was being increased in all branches of the Administration and that Somalis were being placed in charge of post offices, customs offices and police stations. They were already active in posts entailing direct responsibility — except where technical knowledge was required or where political responsibilities were involved. Any disparity in the treatment of foreigners and Somalis would be eliminated in new regulations proposed for the enrolment of locally engaged personnel. Where their capabilities and educational qualifications were equal, foreigners and Somalis would receive the same basic salaries.²⁶⁸ The Administering Authority pointed out that only 363 Italian officials had been brought from Italy and that most of the Italian officials had been recruited by the British Military Administration.²⁶⁹

With regard to the complaint of the Unione Africana Somalia, the Administering Authority stated that in hiring personnel it took into account only moral qualifications and potential efficiency and did not inquire into political views or party affiliations. Therefore it could not meet a request for a balanced quota of personnel.²⁷⁰

At its eleventh session, the Council adopted the following conclusion and recommendation:

The Council, noting with satisfaction the measures taken by the Administering Authority to increase the participation of Somalis in the administrative service as, for example, the assignment of Somalis to more responsible posts such as chiefs of sections in the central Administration, executive assistants to Residents, and officers in charge of customs, post offices and police services, expresses the hope that the Administering Authority will be able to extend such measures throughout all the administrative services.

The Council notes the action of the Administering Authority in sending abroad for special training Somali members of the army and police forces and recommends that this programme be extended to other branches of the Administration.

Suffrage

A system of suffrage has not as yet been introduced. In the annual report for 1951, the Administering Authority stated that the civil registry system, which was to be established first in Mogadiscio and extended to other municipal centres, would permit the establishment in these communities of a system of suffrage.

The Visiting Mission considered that, however desirable a civil register might be for general social purposes, its establishment should not be made a condition precedent to the introduction of elections. All that was required for electoral purposes was a simple system of registration of voters. On this basis it should be possible to hold elections in the principal centres of the Territory at an earlier date than would be feasible

if the establishment of a general civil register were awaited.

The Advisory Council also recommended during 1951 that attention should be given to the development of an electoral system which would permit the election of members of municipal councils.²⁷¹

Indigenous political structure

The *rer*²⁷² and the tribe are the units of indigenous political organization. The tribal chief is selected by an assembly of the tribe (*chir* or *scir*) and the nominee proposed by this group is ratified by the Administration. He is responsible to the Resident for the direction of tribal affairs and for the communication and enforcement of all administrative acts concerning the tribe. He assists the Resident in the maintenance of order and security and keeps the Resident informed of the periodic population movements which are characteristic of the Territory.

The draft legislation for the modification of the composition of organs of government, which was introduced in the Territorial Council during 1951, contained a provision which would have required tribal assemblies to be held every two or three years to elect the tribal chiefs or to confirm their tenure of office, thus giving the Somalis a greater opportunity to express their views more frequently on the question of tribal leadership. A majority of the members of the Territorial Council expressed opposition to the legislation. Nevertheless, the Administration intends to reintroduce the provision when legislation is introduced for the modification of the powers and composition of the Territorial Council.

The Visiting Mission was of the view that the Administration should use all possible measures which would contribute to the solution of local economic and social problems and that, while the building up of the Residency Councils seemed to offer the best prospects in the long run, the use of the indigenous structure appeared unavoidable at present. For this purpose, the Mission considered that the assistance of trained personnel, preferably indigenous staff, which had the best appreciation of the outlook and interests of the indigenous communities, was desirable.

At its eleventh session, the Council adopted the following conclusion and recommendation:

The Council, noting the efforts of the Administering Authority to introduce democratic procedures in the tribal assemblies and that these measures have not been endorsed by the Territorial Council, calls the attention of the Territorial Council and of the representatives of public opinion to the advantages to the Territory which the Trusteeship Council considers would be derived from such measures, and urges that the Administering Authority continue its efforts to this end.

Judicial system

The administration of justice is based on the Italian Penal and Civil Codes and the Somaliland Judiciary Rules. Koranic and customary law are recognized in civil cases and, to the extent that they do not conflict with the general principles of law, in penal cases when

²⁶⁷ T/Pet.11/75, 78, 91, 93, 94, 95, 96.

²⁶⁸ T/952.

²⁶⁹ T/982, p. 24.

²⁷⁰ For action taken by the Trusteeship Council on four of these petitions see resolutions 533 (XI), 535 (XI), 540 (XI) and 570 (XI).

²⁷¹ T/979, pages 12 and 14.

²⁷² The *rer* comprises a group of families tracing their descent from a common ancestor. The tribe comprises various *rer*.

the parties concerned are of the Moslem faith. Cases in which one or more of the parties concerned is not a Moslem are adjudicated by the Italian courts. No distinction as to race or sex is contained in the legislation, but the application of Koranic law and customary law requires the observance of certain rules of procedure and of substance according to which women are considered to be of subordinate status.

In civil matters, litigation concerning Italians and foreigners comes within the jurisdiction of the Courts of the Residents, the Courts of the Regional Commissioners, the Judge of the Territory, the Court of Appeal in Rome, and the Court of Cassation. Litigation between indigenous persons and foreigners having the same status is within the jurisdiction of the Kadis, the Kadis' Courts and the Administrator.

Penal cases involving foreigners are within the jurisdiction of the Courts of Residents, the Courts of the Regional Commissioners, the Judge of the Territory, the Court of Assizes, the Court of Appeal in Rome, and the Court of Cassation. In cases concerning indigenous persons and foreigners having the same status, the Kadi, the Kadis' Courts, the Regional Commissioners' Courts, the Administrator, the Judge of the Territory, the Court of Assizes, and the Court of Cassation are competent.

The Regional Tribunal decides controversies between indigenous groups in which individual responsibility is linked to the ethnic or family group. Its jurisdiction also extends over crimes of a collective nature or which are related to local custom, and it levies sanctions of a collective nature. Appeal from its decisions is to the Administrator.

A draft law for the administration of justice in the Territory has been presented to the Territorial Council and to the Advisory Council for their opinions. It would restrict the competence of the Kadis to such questions as personal status and inheritances. All other matters concerning both indigenous and foreign persons would be within the jurisdiction of the regular Italian courts which would in all instances include indigenous members. A Court of Appeal would be established in the Territory.

The Visiting Mission noted that, under the existing judicial system, certain judicial functions were being carried out by the Residents, the Regional Commissioners and the Administrator. The Mission considered that it was desirable that there should be in the new regulations a clear separation of the executive and judicial functions in accordance with article 7 of the declaration of Constitutional Principles annexed to the Trusteeship Agreement.

The Administering Authority stated, in its annual report for 1951, that under the draft judicial regulations it was provided that administrative officials who were invested with judicial functions should be placed outside of the administrative organization for the duration of their service as officers of the judiciary.

The Visiting Mission heard complaints concerning the prolonged detention of persons awaiting trial and of long arrests without show of cause. It also heard allegations that persons were sometimes condemned without being present in court. The Mission considered that the Administering Authority should give urgent

attention to the adoption of measures which would ensure that arrested persons would be brought to trial expeditiously.

In five petitions before the Trusteeship Council at its eleventh session it was claimed that fascist laws and regulations were still in force, and the request was made that they should be repealed.²⁷³ In four other petitions it was alleged that the judiciary was subservient to the Administration and police and it was requested that justice should be made independent of politics.²⁷⁴ Two petitions complained that persons were tried and convicted by penal decree without having an opportunity to appear in their own defence.²⁷⁵ It was also alleged that Somalis had been arrested and detained in gaol without charges being brought against them.²⁷⁶

In its observations on these petitions the Administering Authority stated that no one had ever been arrested except when charged with criminal actions in terms of laws in force in the Territory.²⁷⁷ The sentencing of an accused person by penal decree without hearing him, while granting him the right to appeal to the same judge, was restricted to crimes carrying a penalty not exceeding three months' imprisonment. This practice was carried out only in exceptional cases, and under the proposed new judicial regulations its use would be restricted to the imposition of small fines.²⁷⁸

At the eleventh session of the Council, the special representative of the Administering Authority stated that a legislative order had been issued limiting preventive detention, except in the case of extremely serious crimes, to two, three and five months, according to the competence of the courts concerned. He further stated that sentencing by penal decree would be abolished by a forthcoming legislative order.

At its eleventh session, the Council adopted the following conclusions:

The Council, in its study of the judicial system of the Territory, noting that a number of petitions indicate that certain delays have occurred in bringing prisoners to trial, noting also the statement of the special representative that in April 1952 new legislation limiting the period of investigation preparatory to trial, and consequently the period of detention during that time, had been enacted, and that under Italian law a person may be detained forty-eight hours after which he must be either released or charged before the judicial authorities, noting with concern the length of the period which has elapsed in some cases between arrest and trial, expresses the hope that the Administering Authority will make every effort to remedy this situation.

The Council, while noting that the Administering Authority has taken further steps toward completing the separation of the executive and judicial functions by the appointment of magistrates in Regional Commissariat headquarters, shares the view of the Visiting Mission of 1951 that the new judicial regulations should ensure the absolute independence of the judiciary in

²⁷³ T/Pet.11/40, 66, 101, 120, 121.

²⁷⁴ T/Pet.11/40, 66, 90, 157.

²⁷⁵ T/Pet.11/66, T/Pet.11/112 and Add.2.

²⁷⁶ T/Pet.11/40, T/Pet.11/120.

²⁷⁷ T/952, page 17.

²⁷⁸ *Ibid.*, page 25. For action taken by the Trusteeship Council on four of these petitions see resolutions 526 (XI), 535 (XI), 540 (XI) and 570 (XI).

accordance with article 7 of the Declaration of Constitutional Principles annexed to the Trusteeship Agreement.

Collective sanctions

The 1951 Visiting Mission noted that collective sanctions were levied against tribes and tribal subdivisions. It was informed by the Administration that, during the drafting of the proposed new judicial regulations, consideration had been given to the possibility of abolishing collective sanctions. It had been decided, however, to retain them, since in many instances it was impossible to establish individual responsibility, and even when culprits could be identified many of them had been found to have acted under the mandate of the tribal group. The Mission was glad to note that the Administration was aware of the inequities which might result from a system of collective sanctions, and expressed the hope that the present policy, looking toward the abolition of this system, would be vigorously pursued.

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

General situation

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had not taken any legislative or other measures which would guarantee the participation of the indigenous inhabitants in the legislative, executive and judicial organs of the Territory; neither had it taken any steps to establish organs of self-government in which the indigenous inhabitants would participate. It had been thus hindering the advancement of the Territory towards independence and violating the principles and objectives of the International Trusteeship System established by the Charter of the United Nations.

Political organizations

The representative of New Zealand stated that his delegation regarded the rapid emergence of political parties as an encouraging expression of the political vigour of the Somali people, but that it was disappointed to find these parties still classified as either pro-Italian or opposition parties, a division that centred on an issue that should by now be sterile. He felt that the Trusteeship Council might well note with approval some signs of a change, in particular the increased willingness of the Somali Youth League to co-operate with the Administration and the disintegration of the Conferenza Party, as a result of which some of its elements, which seemed to have no real basis of popular support, were becoming less important.

The representative of Belgium suggested that the Council might note with pleasure the improvement in the relations between the political parties. He drew attention to the observation of the 1951 Visiting Mission that political parties were still concerned with issues which now had little more than historical significance as, for example, the question as to which Power should administer Somaliland. He hoped that the political parties would accept the Constitution and co-operate with the Italian Administration until the expi-

ration of the Trusteeship Agreement, and that any opposition to the Italian Administration would be constructive. The Council might recommend such co-operation, and might express satisfaction that numerous questions raised by petitions, notably the conflict between certain political parties and the Administration, had been settled.

The representative of France expressed satisfaction that political parties opposed to the Administration were beginning to co-operate constructively with it. He hoped that the parties of the Territory were becoming familiar with the functioning of liberal institutions and with the rules and limitations of those institutions and that, while guaranteeing their independence, these parties would themselves give guarantees that excesses, abuses and difficulties would not occur during a period in which political maturity was far from being reached. It was important not to give the impression to certain parties that they had a monopoly in the expression of public opinion or that they might already dominate political life in the Territory. It was for this reason that he believed that the best level at which a feeling of administration might be developed was the local level, and that the Municipal Councils constituted the best school for familiarizing the indigenous inhabitants with the real responsibilities of the Territory.

The representative of the Union of Soviet Socialist Republics stated that acts of discrimination and persecution were cited in the numerous petitions, primarily acts of persecution against members of the Somali Youth League and other organizations. The Administering Authority was struggling with the progressive elements not only by means of police raids, arrests and beatings, but also by means of establishing and financing various pro-Italian parties which crumbled as soon as the financial support of the Italian Administration was withdrawn from them. The Trusteeship Council should recommend that the Administering Authority put an end to its anti-democratic policy with regard to the indigenous population of Somaliland which permitted flagrant violation of the rights and interests of the indigenous population.

Territorial Council, Residency Councils, Municipal Councils

The representative of China noted with satisfaction that the Administering Authority had adopted and carried out a plan for the improvement of the organization of the Territorial Council as a result of which the number of Somali members had been increased from twenty-eight to thirty-five or thirty-six. He was pleased to note that a number of seats were allotted to foreign communities other than European communities. He shared the view of the Visiting Mission that elective procedures should be adopted in the selection of members and that the powers of the Territorial Council should be gradually extended. The grant of more extensive powers to the Council would give the Somali people more practical experience, which was very necessary in view of the general lack of education. The Administration should give the indigenous members of the Council as much guidance as was practicable and beneficial. These same observations were equally applicable to the operation of Residency and Municipal Councils.

The representative of China stated further that it was disappointing to hear from the Visiting Mission that Residency Councils had not functioned satisfactorily during the year. He felt that this was an educational question and, therefore, that the guidance received from the Administering Authority was of the utmost importance. He noted with satisfaction the increase in the number of Municipal Councils, but regretted that these did not have more than advisory functions.

The representative of the Dominican Republic expressed satisfaction with the manner in which the Administering Authority was trying to solve the problem of the municipal development of the Trust Territory. He pointed out the necessity of continuing this development, since only through municipal development could the Territory achieve the co-ordination of all administrative and governmental services and thereby set up an independent State. For this reason he supported the conclusions of the Visiting Mission with regard to the municipal groupings.

The representative of New Zealand stated that the Trusteeship Council might well draw the attention of the Administering Authority to the desirability of re-examining some aspects of its policy with regard to the Territorial Council. It might justifiably express some concern lest the existing arrangements for party representation on the Territorial Council might discourage the trend towards a reduction in the number of political parties, the number of which, for a Territory the size of Somaliland, would seem excessive. He suggested that the Trusteeship Council should consider advising the Administering Authority to continue its efforts to develop a vigorous party system representative of the main currents of opinion in the Territory, and thus avoid the political instability inherent in the existence of too many parties. In view of the short period of time available to the Administering Authority to create conditions in the Territory establishing independence, it seemed essential that the Territorial Council should be given some legislative powers rather quickly. He recognized that this involved risks, but the only way for Somalis to gain experience in the period of time which had been laid down was to operate things themselves, and the risks had to be taken. It was also desirable that the committee system should be developed in the Territorial Council, and he suggested that the use of that system should be considered by the Administering Authority. He felt that the Administering Authority was to be commended for its efforts to broaden the basis of representation in the Territorial Council.

The representative of Belgium stated that the increase in the number of seats in the Residency Councils was a favourable development.

The representative of France stated that he was very interested in the system of nomination to the Territorial Council; under present conditions this system might be very valuable. However, he wished to stress the danger of creating political feudalism, which might result in restraining the expression of individual opinions and which also might jeopardize the central authority. He hoped that it would be made clear that the present system was only temporary and

an experiment adapted to the conditions prevailing in the Territory.

The representative of the Union of Soviet Socialist Republics stated that there were no organs in the Territory even with advisory functions in which the indigenous population could be represented. The Territorial Council, appointed by Italian authorities, could not be considered as a body truly representing the indigenous inhabitants. The majority of the members of this Council were tribal chiefs who were paid officials of the Administration. Other members were also appointed by the Italian Administration. As indicated in the report of the Visiting Mission, the Territorial Council had no real rights and the Administration pointed out that at the present time there was no plan to grant the Council any legislative powers. The petition of the Central Committee of the Somali Youth League,²⁷⁹ stated that almost in its entirety the Territorial Council consisted of illiterate pro-Italian elements appointed by the Italian Administration under the guise of being tribal representatives. In this connexion, he proposed that the Trusteeship Council should recommend that the Administering Authority should create legislative and executive organs in the Trust Territory and take legislative and other measures to ensure the participation of the indigenous population in its legislative, executive and judicial organs, and to promote the development of local indigenous organs of self-government. He further stated that the Residency Councils could by no means be considered as democratic representative bodies. In 1951 they consisted of all the chiefs, the village chiefs and rural chiefs, market supervisors and similar officials, as is pointed out in the report of the Visiting Mission. As was shown by the report of the Visiting Mission, the Municipal Councils existing in some parts of the Territory had no real powers. Under the present arrangement the real power was wholly concentrated in the hands of the Residents who were placed at the head of Municipal Councils.

The special representative of the Administering Authority stated that, although the functions of the Territorial Council were as yet advisory, far wider functions were being conferred upon it by the Administration. Not only had the Administration followed virtually all the advice given by the Council but had always encouraged it to take the initiative in the legislative and administrative fields. By doing this and by establishing functional committees, the Administering Authority was leading this principal organ of the Territory towards a rapid assumption of the functions for which it was destined.

He noted further that elections in the urban centres of the Territory would considerably simplify the system of choosing the Territorial Councillors. In his view, it was unnecessary to worry unduly about the danger of multiplication of political parties, since, after the enactment of the recent law on the Territorial Council, not a single new political party had been founded and only the five principal ones had given signs of effective vitality.

The Administering Authority was developing the Municipal Councils in order that they might rapidly

²⁷⁹ T/Pet.11/40.

assume the functions for which they were designed. Following the first electoral experiments which were to be carried out in the field of municipal administration during the coming year, greater powers would be conferred upon those Councils directly elected by the inhabitants.

Administrative service

The representative of China expressed satisfaction with the efforts of the Administering Authority to increase the participation of the indigenous population in the administrative service; these should be augmented. The courses in the School of Political Administration should be strengthened and other important educational measures envisaged under the Five-Year Plan for education should be adopted. He stated that the Trusteeship Council might wish to re-emphasize the necessity of training efficient indigenous civil servants by recommending that the Administering Authority do everything possible to strengthen the courses of study in the training schools and to increase the number of scholarships to enable students to attend secondary and higher institutions of learning in Italy and elsewhere.

The representative of New Zealand expressed the hope that the Administering Authority would continue its efforts to make available in the Territory qualified personnel, including technicians, and that it would institute some type of special training in the problems of the Territory and in the best methods of dealing with the Somali people. He further suggested that the School of Political Administration should take in a greater number of pupils and that there should be some acceleration of the plans for replacing Italians by Somalis. He felt that the development of a vigorous functioning governmental system, operated as far as possible by the indigenous inhabitants and supported by a sound civil service, was a matter of priority.

The representative of the United Kingdom stated that the reduction in the number of the Italian members of the Security Corps was evidence of the Administering Authority's policy of increasing the participation of Somalis in all branches of the Administration. He suggested two approaches to the solution of this very difficult problem. On the one hand, the Administering Authority might assess the number of Somalis required to replace Italians in the existing administrative structure, and the various levels of education and experience required, thus defining the scope of the problem of education and training. It might well be found that the problem was so great as to be beyond the resources of the Administration. On the other hand, the Administration might assess the number and the capabilities of Somalis who were likely to be educated and trained within the prescribed period and adjust the size and the responsibilities of the Administration accordingly. This would undoubtedly reduce the scale and effectiveness of public services, but perhaps might be the more realistic approach.

The representative of France stated that it might be desirable for the Trusteeship Council to encourage the Administering Authority in its efforts to reduce the number of foreign employees and to increase the number of indigenous employees. However, in doing so, the progressive disappearance of foreign employees

should not result in any lessening of efficiency in the institutions of which they had thus far had charge.

The representative of the Union of Soviet Socialist Republics stated that Italian officials who had worked in Somaliland during the fascist régime were being brought back to the Territory. As the special representative had himself conceded, the majority of the present Italian officials had been members of the Fascist Party. Even the structure of the present Italian Administration was similar to that which existed under the fascist régime. The old system of Residents and Commissioners had been revived. All power was vested in the Administrator and, on a local level, in the Regional Commissioners and Residents who had been directing the economic, social and political life of the Territory.

The Administering Authority had made no effort to bring the indigenous inhabitants into the Administration. All important posts in the Administration were held by Italians, the indigenous inhabitants being relegated to the positions of service personnel. According to the report of the Visiting Mission, all leading posts were held by Italians. The petition from the Central Committee of the Somali Youth League²⁸⁰ complained that there was no sign of "Somalization" of the Administration, that no responsibilities whatsoever were entrusted to the Somalis in the administration of their country and that they were continually being dismissed from service and replaced by Italians. The representative of the USSR stated further that, according to the Philippine representative on the Advisory Council, the present Administration had removed or relegated to menial positions those Somalis who had held responsible posts under the British Administration and had handed their former posts over to the Italians. Some 750 to 800 officials of the present Administration were Italians, quite a number of whom were members of the families of higher officials. Some of them were mere clerks working sometimes as trainees under the supervision of Somali employees. Their salaries, however, were from three to four times those of the Somali employees.

The special representative of the Administering Authority stated that the allegation that the Administration had removed or demoted Somali civilian employees from responsible posts lacked any foundation. On the contrary, the Administration had been for some time promoting the best indigenous elements to increasingly important posts, for example, chiefs of sections of the central Administration or executive assistants to Residents.

With reference to salaries of Somali workers, the special representative drew attention to a statement which had been made by the representative of Egypt on the Advisory Council to the effect that salaries might be too high.

He assured the Council that, according to existing plans, a considerable number of Somalis would be appointed in the course of 1953 as Vice-Residents and Residents, as well as heads of important sections of the central Administration. Secondary and professional schools were being created and plans were being made to send students abroad in order to furnish the Terri-

²⁸⁰ T/Pet.11/40.

tory with elements possessing a minimum of preparation which would enable them to assume posts of responsibility. These determined efforts were limited only by the necessity of maintaining the efficiency of the various services.

Suffrage

The representative of China stated that he shared the views of the Advisory Council and of the 1951 Visiting Mission that an electoral system should be established as soon as possible. He endorsed the view of the Visiting Mission that the establishment of a civil register, however desirable, should not be made a condition precedent to the introduction of elections. The Trusteeship Council might make a recommendation looking to the early establishment of an electoral system in the Territory.

The representative of the United Kingdom could not regard as satisfactory the arrangement whereby political parties were, through their mere existence, guaranteed representation in the legislative and advisory organs.

Indigenous political structure

The representative of El Salvador stated that he assumed that the Administration would do everything possible to achieve greater unity among tribes, since without unity there could be no strong nationalism.

The representative of the Union of Soviet Socialist Republics stated that the reports of the Administering Authority and of the Visiting Mission had shown that the Administering Authority had been promoting and encouraging the existing tribal system in the Territory. It was attempting to adapt the tribal system to its purposes of governing the Territory. As could be seen from the petitions, the Administration, using the fear of punishment, was compelling every indigenous inhabitant to determine the tribe to which he belonged. In fact, the Native chiefs were paid officials of the Administering Authority, appointed by the Italian Administrator. The report of the Visiting Mission had shown that the chiefs were responsible to the Residents for the direction of tribal affairs and for the communication and enforcement of all administrative acts concerning the tribes. The encouragement of the tribal system went along with the persecution of the progressive elements of the population. He stated that, in view of the fact that the tribal system, which at present existed in the Trust Territory and which was encouraged by the Administering Authority, was incompatible with the progressive political development of the population of the Trust Territory towards independence, the Trusteeship Council should recommend that the Administering Authority should take measures to ensure the transition from the tribal system to a system of self-government based on democratic principles.

The special representative of the Administering Authority stated that the policy was to hasten the evolution of tribes toward a territorial political structure.

Judicial system

The representative of New Zealand stated that the delay in bringing prisoners to trial was an extremely serious matter. He was aware that the Administering Authority realized the necessity of assuring prompt

trial by practical remedies rather than by the enunciation of broad principles, and hoped that those practical measures would ensure that prisoners were brought speedily to trial.

The representative of Belgium stated that the establishment of an appeals court in the Territory, provided for in the draft judicial regulations, represented a notable improvement.

The representative of El Salvador stated that the new judicial regulations should be put into force as soon as possible, since they would make it possible to reach solutions which would be in conformity with the principles of modern penal law, particularly with reference to certain problems faced by the Administration in connexion with persons under detention.

The representative of France, noting that many petitions referred to arrests and preventive detentions, stated that he was reassured by the plan described by the special representative. He realized that the indigenous inhabitants were inclined to attribute political motives to certain measures taken, and was of the opinion that the application of new rules on arrest and preventive detention offered the best answer to the petitioners.

The representative of the Union of Soviet Socialist Republics stated that laws promulgated during the fascist colonial régime in Somaliland were still in force in the Trust Territory. The Administering Authority had established in Somaliland a military and police régime, and the arbitrary acts of the Italian police and *carabinieri* were not restricted in any way. Many petitions of the indigenous inhabitants complained that arbitrary arrests, illegal imprisonment and deportations of the indigenous people by the Italian authorities had been taking place. He cited the comments of the representative of the Philippines on the Advisory Council describing a case of mass arrests effected by the *carabinieri* in connexion with an attack on a man named Osman. The person who perpetrated the crime had not been detained, but during the night two to three thousand persons had been arbitrarily arrested. Most of those detained were members of the Somali Youth League. They were beaten up when they refused to state the tribe to which they belonged and some had broken ribs, noses or teeth. Pending investigation, they had remained under arrest for several days. Some 150 to 200 persons, with families and homes in Mogadiscio, had been deported without trial to various parts of the Territory.

The representative of the USSR stated that the Administering Authority maintained a large number of military units and a numerous police force in the Territory. The 1950-51 budget allotted about 81 million somalos for military purposes and only some 55 million somalos for all civilian expenses such as administration, health, the judiciary, education, public works, etc.

The special representative of the Administering Authority stated that the Italian Administration did not intend to accept the absurd claims of political persecution, arbitrary arrests and deportations. He noted that he had had occasion to prove during the examination of the petitions that any person who was arrested and tried in the Territory was arrested and tried

according to existing laws, with all the benefits afforded by the said legislation. That arrests and convictions in the Territory were not unduly numerous could also be confirmed by the fact that the number of people in prison at the present time was very close to the number of prisoners—approximately 1,000—at the time the Administration took over, a number which represented the normal average of the country. The Administration hoped to see this number decreased with the progressive social and cultural evolution of the inhabitants.

On no occasion had there been a mass arrest of thousands of people. Only once, the police, while seeking the perpetrators of an attempted murder, had questioned 234 persons in Mogadiscio; these persons had been released after a few hours, with the exception of five individuals suspected of having taken part in the crime or who were wanted for other offences, and of about fifty others who, having no family or means of sustenance in Mogadiscio and being connected with the local underworld, were sent back, not deported, to their respective villages in the course of the following few days.

The special representative stated further that the first step being taken toward a separation of the executive and judicial functions was represented by the nomination of magistrates in all of the regional Commissariat headquarters. Such magistrates would be Italian career judges or lawyers, and it was hoped that in the near future magistrates could also be stationed in the other less important centres of the Territory.

He stated that there were extremely few actual cases of prolonged preventive detention and that there was no question of detaining a person without trial. Rather, it was a question of judicial procedures which were unduly protracted for reasons which he had previously explained to the Council. A recent law had established a reasonable term for the completion of such instruction procedures.

Collective sanctions

The representative of China considered that collective fines and sanctions should be abolished and suggested that the Trusteeship Council might wish to make a recommendation to that effect.

The special representative of the Administering Authority stated that, while convinced of the advisability of abolishing this traditional system, the Administering Authority could not fail to consider the desirability of a gradual transformation of the judiciary organizations entrusted with this jurisdiction.

3. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

The indigenous economy of the Territory is of a pastoral-agricultural type. The majority of the inhabitants are nomadic or semi-nomadic pastoralists and the relatively small group of sedentary agriculturalists is confined principally to the banks of the Uebi Scebeli and Giuba Rivers. The greater part of the productive effort of the indigenous people is devoted to the satisfaction of their immediate wants and a relatively small part is devoted to production for distant markets. Large

numbers of stock may be accumulated by the individual but these are usually regarded as fixed capital and a source of prestige, and are not destined to be exchanged for other forms of wealth.

According to the annual report, the efforts of the Administering Authority during the year under review were devoted to the encouragement and co-ordination of efforts to develop industry, commerce and agriculture. An Economic Council composed of persons representing a wide range of economic interests was established toward the end of the year. In order to stimulate agricultural and industrial development, agricultural and industrial machinery has been exempted from the payment of import duties until the middle of 1954, warehouse fees have been reduced, new workshops have been exempted for a period of ten years from payment of income tax, and export duties on manufactured goods have been reduced.

In the field of agriculture the harvest was favourable as regards grains, the price of which declined. The system of cotton growing under co-participation agreements was expanded considerably and it was estimated that over 20,000 quintals were produced. On the whole, agricultural production was considerably higher than in the previous year. It was stated in the annual report that the prices of locally-produced commodities were generally lower than in 1950 and that this, together with a gradual increase in wage levels and the payment of arrears on salaries to former soldiers and employees of the pre-war administration, had increased the purchasing power of the population which, in turn, had brought about an increase in imports.

Imports increased by 35 per cent over 1950, and it was estimated that the increase in the real value of imports was 44 per cent. The increase was due to heavy purchases of industrial and agricultural machinery and equipment and of consumer goods, particularly food-stuffs. Exports increased 8.4 per cent in quantity and 23 per cent in value over 1950.

The Administering Authority reported that a certain amount of industrial development had taken place; among the new establishments were a textile mill, a modern and well-equipped machine shop on the plantations of the Società Agricola Italo-Somala (SAIS), and numerous cotton gins. There was also considerable development as regards small establishments for the manufacture of soap and woven textiles and for ivory carving. Studies were undertaken for the re-establishment of the salt works at Hafun and for the establishment of a meat cannery and refrigeration plant.

A new fishing enterprise was established during the year and a mission of the United States Economic Cooperation Administration was expected shortly to study the question of fisheries. New legislation was adopted with respect to fisheries and mining concessions. A United Nations Technical Assistance mission, appointed at the request of the Administering Authority and composed of specialists in economics, animal husbandry, agriculture, social development, health and education, spent over two months in the Territory in 1951.

The Administering Authority stated that it sought to assist the Somalis to develop more productive forms of agriculture through the establishment of co-oper-

atives, the cultivation of cotton and other cash crops and the establishment of irrigable farms. They were also encouraged to invest in industry and to increase their participation in commerce.

At the eleventh session of the Council, the special representative of the Administering Authority stated that the Administering Authority had continued to encourage and help all private efforts in the past three months to develop the Territory's resources. The cultivation of cotton had been increased in the central and southern regions. Experiments in the production of sisal in the Giuba region were under way on a large scale and the sugar plants of SAIS had been transformed. Two companies, one American and one Italian, were seeking oil.

He stated that the progressive economic development of the Territory, which had considerably increased the standard of living of the population, was reflected by the rising volume of import and export trade. The territory's revenue, totalling 3½ million dollars for the financial year 1950-51, was approaching the 5 million mark in 1951-52. Moreover, direct taxation had considerably exceeded indirect taxation.

He further stated that there were, however, problems in the economic field, the complete solution of which could not be foreseen through the present resources of the Territory and the considerable annual contribution of Italy. The solution of some important problems, such as the permanent surfacing of roads and the construction of a harbour, required the investment of sums—to the extent of many tens of millions of dollars—that were out of all proportion to the present economic realities of the country and therefore required long-term investments that could only be advisable for reasons not strictly economic. The assistance of international financial organizations could, in all probability, enable the Administration to face such problems without slowing down the tempo of achievement in other fields; should the Trusteeship Council consider it appropriate to make a recommendation in this direction, it might be possible to find a way, with the help of these international bodies, to carry on the examination of these problems to a level of practical realization.

At its ninth session, the Council had recommended that the Administering Authority, with the help of the pertinent international agencies, should draw up a plan for the economic development of the Territory and report on the matter to the Council at the earliest possible opportunity.

In its annual report for 1951, the Administering Authority stated that the first steps had been taken in the preparation of a plan of general economic development and that, as soon as the report of the United Nations Technical Assistance mission had been received, the final draft of the plan would be prepared and communicated to the Trusteeship Council.

The Council had also urged the Administering Authority to take all appropriate steps to encourage both public and private investment, and had recommended in addition that, in conjunction with the Technical Assistance mission, the Administering Authority should study all aspects of this question and, in particular, the methods which might be adopted to extend adequate guarantees to external private in-

vestors. It had also recommended that, in consultation with the International Bank for Reconstruction and Development, the Administering Authority should consider the measures which might be taken to augment the available resources for public investment in the Territory. The 1951 Visiting Mission also felt that the problem of attracting new capital to the Territory was clearly a matter of basic concern.

In its annual report for 1951, the Administering Authority stated that, while awaiting the formulation of a definitive plan for the development of the resources of the Territory in collaboration with international economic agencies, it was seeking to encourage an increase in loans by Italian banks. It was also seeking technical and financial aid from the United States Economic Cooperation Administration.

Eight petitions before the Trusteeship Council at its eleventh session complained that little or nothing was being done for the general economic development of the Territory. It was alleged that prices had risen between 40 and 50 per cent since April 1950, and this was attributed to the high cost of Italian imports and expenditures on the military establishment and government salaries.²⁸¹ Twelve petitioners requested financial and technical aid from the United Nations.²⁸²

In its observations on the petitions, the Administering Authority stated that considerable progress had been made during 1951 towards the Territory's economic development, as could be easily verified from the annual report. Technical assistance and machinery had been provided for farmers' co-operatives, and agricultural extension work had been carried on. Cotton cultivation had been intensified. Some technical assistance had been received. The Administering Authority observed that it placed its hopes chiefly in the studies carried out during 1951 by the Technical Assistance mission and that it hoped to attract foreign private capital and the public capital of international organizations, which was essential for the realization of an organic plan for economic development.²⁸³

At its eleventh session, the Council adopted the following conclusions:

The Council notes with satisfaction that the economic situation of the Territory has improved over the previous year and expresses the hope that continued improvement will be possible in years to come.

The Council, noting that the report of the Technical Assistance mission of the United Nations will be available shortly and that it is the intention of the Administering Authority, after considering the mission's report, to draw up a comprehensive plan of economic development and to submit it to the Council, commends the Administering Authority for its co-operation with the specialized agencies of the United Nations and other international technical agencies, and expresses the hope that this plan will be presented to the Trusteeship Council together with the next annual report, and that it will provide such a basis for economic development as will encourage the investment of capital in the

²⁸¹ T/Pet.11/69, 79, 105, 109, 117, 120, 157, 172.

²⁸² T/Pet.11/74, 104, 117, 153, 157, 189, 194, 195, 199, 200, 201, 204.

²⁸³ T/978. For action taken by the Trusteeship Council on three of the petitions see resolutions 534 (XI), 540 (XI) and 570 (XI).

Territory, as well as further assistance from international agencies.

Public finance, taxation

According to the annual report for 1951, the over-all receipts and expenditures of the Territory for the fiscal year 1950-51 were respectively 32.3 and 65.5 million somalos, ²⁸⁴ leaving an actual deficit of 33.2 million somalos, which was equivalent to 50.6 per cent of the total expenditure. The deficit was smaller proportionately than had been expected, since the Administration had forecast a deficit of 30.5 million somalos, or 54.5 per cent of a total estimated expenditure of 55.9 million somalos.

The increased revenue was due to the higher yields of customs duties and of taxes on production and consumption as well as on sundry receipts. The greatest revenue was obtained from customs duties and taxes on production (17.2 million somalos), on consumption (3.4 million somalos), and receipts from monopolies on tobacco and matches (5.1 million somalos). Expenditure on civil personnel for all services reached 30.1 million somalos; on general supply for different services 3.0 million somalos; the contribution to the municipality of Mogadiscio amounted to 0.4 million somalos. The rest, i.e., 32 million somalos, covered all government expenditures which did not fall into the categories mentioned above.

For the fiscal year 1951-52, the Administering Authority envisaged receipts and expenditures of 28.6 and 65.7 million somalos respectively. The estimated deficit of 37.1 million somalos represents 56.4 per cent of total expenditure.

Military expenditures, which are outside the budget and which actually exceeded all other expenditures, were 75.4 million somalos in 1950-51 (67.4 for the Italian units and 8.0 for the Somali units). The 1951-52 budget estimates envisage a decrease of military expenditures, to be made by reducing the number of Italians in the security forces, to a total of 31.4 million somalos (18.2 for the Italian units and 13.2 for the Somali units).

The Administering Authority covered the budget deficit of 1950-51 with a grant of 33 million somalos and envisaged granting 37.1 million somalos to cover the deficit in 1951-52. Expenditure on military items is not included in either total. The total contribution of the Administering Authority, including military expenditure, was expected to be 112 million somalos in respect of 1950-51. A total grant of 68.6 million somalos was envisaged for 1951-52.

Income taxes are levied on all taxable income above 2,400 somalos and the rate of taxation increases progressively. Tax rates on income derived from professional services or labour are 4 per cent on income between 2,400 somalos and 9,600 somalos, and are 8 per cent on income exceeding 9,600 somalos. For other sources of income the rates increase progressively from 6 per cent on income between 2,400 and 3,600 somalos to 20 per cent for all income exceeding 10,800 somalos.

A hut tax applies to all indigenous adults over 18 years of age and to each dwelling place belonging to

them. There are three different rates, which vary according to region, of 5, 7.50 and 10 somalos per year.

The exemption from income tax of income from agricultural undertakings has been removed. The Administering Authority is also seeking to improve the present system of tax collection and is planning to apply taxes on all cultivated lands as well as a cattle tax.

At its ninth session, the Trusteeship Council had suggested that, in preparing future budgets for the Territory, the Administering Authority might present details separately for (a) those initial and recurrent charges borne directly by the Administering Authority which would not form a subsequent charge on the resources of the independent Somali State; and (b) those capital and recurrent charges which would ultimately be borne by the revenues of the future State. In its annual report for 1951, the Administering Authority stated that it shared the view of the Council in this respect.

The 1951 Visiting Mission considered that a major problem was that of creating adequate revenues in order that the substantial contributions now being made by the Government of Italy might be dispensed with. The Mission felt that the Administering Authority during the period of trusteeship should eliminate the budgetary deficit in so far as possible by increasing the productivity of the Territory, by utilizing to the full its taxable capacity, by rationalizing the administrative structure and by training Somalis to replace the Italians now occupying posts in the Administration. The Mission realized that in the initial period of independence further outside assistance might well be necessary, and felt that consideration of this matter was desirable at an early stage. It suggested that an initial inquiry, including in particular a study of the level of government services which Somaliland could be expected to support from its own resources, should be made no later than the date of the next visiting mission of the Trusteeship Council to the Territory, presumably in 1954.

The Mission suggested also that the Administering Authority should consider the possibility of establishing local treasuries in order to develop responsibility and initiative on the local level, and noted with satisfaction that a beginning had been made with the granting of powers of taxation to the municipalities.

At its eleventh session the Council adopted the following conclusions:

The Council notes that the Administering Authority is making a substantial contribution to the budget of the Territory and that it is considering the adoption of the Council's recommendation of its ninth session regarding the form of presentation of future budgets. The Council, taking into account the statement of the Visiting Mission of 1951 that the only sound basis on which the independent State can be set up is one of self-support, and considering that gradual steps should be taken in order to reach this goal, draws the attention of the inhabitants of the Territory and of the Administering Authority to the importance of increasing the financial contribution of all sections of the population toward the expenses of the Territory.

Trade

Internal trade consists principally of the exchange of grains, butter, oil, seeds and livestock. The principal

²⁸⁴ 20 somalos = 20 East African shillings = £stg.1 = \$ US 2.80.

imports are cotton goods, spices, tea, coffee, petroleum and household goods.

A number of Arab, British, Indian, Italian and Somali concerns are engaged in the export and import trade. The Administering Authority reported that the number of Somali traders engaged in the export and import trade is increasing, in part due to the preferential treatment which they receive in the granting of import licences. The number of these increased from twenty-nine on 1 April 1950 to sixty-one at the end of 1951.

Merchandise trade of Somaliland for the year 1951 showed an excess of imports over exports equivalent to 38.1 million somalos (imports 93.6 million somalos, exports 55.5 million somalos). Although there was a small export surplus with Italy and the dollar area, the over-all import surplus was due to trade with the sterling area, where a deficit equivalent to 40 million somalos was incurred.

Twenty-one petitions before the Council at its eleventh session contained complaints concerning the controls imposed on foreign trade. It was stated that on account of currency difficulties severe restrictions had been imposed on the issue of import and export licences for trading with countries other than Italy. The petitioners complained, in particular, of the curtailment of the Territory's traditional trade with neighbouring countries. They stated that since the prices of commodities which Somaliland imports were higher in Italy than elsewhere, this had resulted in a rise in prices on the local markets and in a serious reduction in the Territory's overseas trade. The restrictions extended to barter trade and this could not be justified on the grounds of exchange difficulties. They further alleged that preference was given to Italian and non-Somali traders in granting export and import licences, with the result that a large part of the Territory's foreign trade had passed into the control of Italians, and that licences were granted to Somalis only through the intermediary of chiefs and other notables, who distributed them on a political basis. Imported goods from countries other than Italy were allegedly subjected to heavy import duties, and other restrictions were imposed on the export of local products. The cost of import and export licences and warehouse charges were said to have increased.²⁸⁵

A group of petitioners requested that Somali traders be aided by the granting of privileges as against foreign traders.²⁸⁶

In its observations on the petitions, the Administering Authority stated that it gave preferential treatment in granting export and import permits to commercial organizations formed by Somalis, or by Somalis and Europeans.²⁸⁷ It further stated that trade between the northern part of the Territory and Aden, Zanzibar and other ports was proceeding normally, and that it was not true that the laws and regulations had created difficulties for traders. On the contrary, there had been an increase of trade by sea.²⁸⁸

With regard to complaints concerning the impossibility of obtaining import licences for trade with the sterling area, the Administering Authority observed that official statistics showed that imports from the sterling area during the period 1 April 1950 to 31 December 1950 represented more than half the value of total imports; in 1951 they represented over one-third of total imports.²⁸⁹ The Administering Authority affirmed that the cost of trading licences had never been increased.²⁹⁰

At its eleventh session, the Council adopted the following conclusion:

The Council, taking into account that certain petitions transmitted in 1951 contain complaints regarding restrictions imposed on foreign trade and the views of the Visiting Mission of 1951 on this same question, notes with satisfaction that the Administering Authority has stated that foreign exchange is now available to traders, that preference is given to Somali traders in the granting of import and export licences, and that the volume of trade, both export and import, has increased, favourably affecting the standard of living of the population.

Transport and communications

There are over 9,000 kilometres of roads and tracks in the Territory. Less than 700 kilometres are macadamized or tarred. Expenditure for road construction during 1951 was 1,898,000 somalos. Transportation along the coast is principally by small sailboats and a few larger ships. The Administering Authority has endeavoured, thus far without success, to encourage the establishment of a coastal shipping organization by private interests. Air transport services exist within the Territory.

The Visiting Mission noted that travel by road was difficult, and in many instances impossible, during the two seasons of rainfall. The Mission felt that the road situation presented a serious obstacle to economic development in the Territory and it expressed the hope that development plans would provide for road improvement. It also suggested that the Administering Authority should study the possibility of establishing a regular coastal shipping service, employing small ships capable of carrying deck passengers as well as cargo, between the Territory's various ports.

Five petitions before the Council at its eleventh session contained complaints regarding the inadequacy of communications. It was stated that the Territory's only railway had been dismantled by the British Military Administration and had not been replaced, that harbour facilities were in poor condition and that roads were often closed during the rainy season.²⁹¹

In its observations on the petitions, the Administering Authority stated that, by the end of 1951, 25,000 somalos had been spent for the maintenance of the dock at Brava and that 200,000 somalos had been allocated for repairs and restoration of the wharf. During 1951,

²⁸⁹ T/982.

²⁸⁵ T/Pet.11/40, 79, 80, 81, 87, 89, 90, 92, 101, 103, 105, 109, 110, 112 and Add.1 and 2, 114, 117, 120, 131, 141, 152, 157.

²⁹⁰ T/959/Add.1. For action taken by the Trusteeship Council on nine of the petitions see resolutions 550 (XI), 526 (XI), 527 (XI), 534 (XI), 525 (XI), 535 (XI), 537 (XI), 540 (XI) and 570 (XI).

²⁸⁶ T/Pet.11/110.

²⁸⁷ T/952.

²⁸⁸ T/982.

²⁹¹ T/Pet.11/77, 90, 112 and Add.2, 120, 121.

240,000 somalos were spent on road repairs between Galcaio, Gardo and Bender Cassim.²⁰²

Land

In accordance with the pre-war legislation still in force, all lands occupied by indigenous groups are regarded as not disposable by the Administering Authority. Under customary law, individual rights to land are limited and are based on an individual's membership in a community. Thus, a person on severing his ties with the community also relinquishes his right to the use of land.

Under the colonial régime before the Second World War, commissions were established to determine which lands not directly occupied or exploited were disposable. Conflicts over communal land are in the jurisdiction of customary law. Legislation relating to the ownership and alienation of land by non-indigenous persons is to be modified so as to conform with article 14 of the Trusteeship Agreement.

Under the prewar legislation still in force, concessions are granted from disposable land for the purpose of intensive agriculture and are of three types:

(a) Concessions granted in perpetuity for the development of land with payment of an annual rent or the investment of a certain amount of capital; failure to develop the land results in the abrogation of the concession;

(b) Concessions in which a transfer of ownership takes place with the payment of a fixed price — a clause requiring development is included and, having discharged all obligations, the grantee has free and absolute ownership of the land;

(c) Temporary concessions for which an annual rent is paid and in which the terms of the return of the land upon the expiration of the concession and of the type of cultivation are stipulated in the contract.

The Administering Authority reported that no concessions in agricultural lands were granted during 1951. The state of land ownership at the end of the year was as follows. All lands occupied or exploited by the indigenous tribes were regarded as their property. Non-indigenous persons owning land were Arabs (1,500 hectares), Indians (5 hectares) and Italians (72,842 hectares). According to the annual report, land in the possession of non-indigenous persons represented about 2 per cent of the cultivable or cultivated lands. All the concessions were granted before March 1941.

The Visiting Mission noted that the existing legislative principles and procedures relating to land required modification in the light of article 14 of the Trusteeship Agreement. Noting the small amount of arable land in the Territory and the special characteristics of the trusteeship arrangements for the Territory, the Visiting Mission expressed grave doubts about the advisability of granting further agricultural concessions.

The representative of the Philippines, in his statement annexed to the report of the Advisory Council, expressed the view that the remaining portions of the

cultivable area should be conserved for the benefit of the future Somali State and that they should not be alienated to foreigners. He felt that they could be leased to foreign concessionaires under conditions which would benefit both the concessionaires and the Native population and induce the people to settle on the land. For this reason it seemed desirable to him that land legislation to this effect should be promulgated as early as possible.²⁰³

The Administering Authority stated that it was studying the problem with a view to drafting new regulations which would be in conformity with the provisions of the Trusteeship Agreement.

Eleven petitions before the Trusteeship Council at its eleventh session complained of alienation of land to Italians. They stated that the best land along the rivers was held by Italians, while the Somalis were obliged to concentrate on barren land in the interior where irrigation was impossible. It was alleged that land was alienated arbitrarily and that the Administration often recognized claims put forward by settlers, even after the lapse of eleven years, on régime the basis of concessions granted by the former Italian régime.²⁰⁴

The Administering Authority, in its observations on the petitions, stated that no alienation of land had taken place under Italian administration and that five instances cited in petitions concerned disputes over leases, boundaries or concessions which had been in the possession of the parties concerned for a long time. It described as absurd and untrue the assertion that fertile lands were entirely in the hands of Italians, and noted that much land in non-indigenous hands in three areas was of medium quality. Lands in the possession of European farmers were estimated to represent less than 2 per cent of cultivable and cultivated land.²⁰⁵ In the area of the Giuba River the best land had been left to the indigenous inhabitants.²⁰⁶

At its eleventh session, the Council adopted the following recommendation:

The Council, having had its attention drawn to various aspects of land questions including those complaints contained in petitions concerning land disputes, and noting the assurances given by the Administering Authority that it is not its policy to grant concessions under the present laws until new land legislation giving expression to the principles of the Trusteeship Agreement is adopted, requests the Administering Authority to take all necessary steps to secure the prompt enactment of this legislation.

Agriculture and stock raising

The main wealth of the Territory is in the form of stock — principally camels, cattle and sheep — from which most of the population derives its subsistence. In general stock is not raised for commercial purposes, but rather represents capital and the owner derives considerable social prestige from owning it. In those areas of the Territory where agriculture is

²⁰³ T/979.

²⁰⁴ T/Pet.11/R.1, T/Pet.1/40, 80, 88, 120, 121, 141, 169, 170, 173, 209.

²⁰⁵ T/952.

²⁰⁶ T/982. For action taken by the Trusteeship Council on two of the petitions see resolutions 524 (XI) and 540 (XI).

²⁰² T/982. For action taken by the Trusteeship Council on four of the petitions see resolutions 526 (XI), 519 (XI), 535 (XI) and 540 (XI).

difficult owing to sparse rainfall, stock-raising is the sole economic activity. The limited number of wells and the scarcity of rain frequently lead to a concentration of cattle in restricted areas, giving rise to conflicts over water holes and grazing lands.

It is estimated that 40 per cent of the area of the Territory is uncultivable, 50 per cent is pasture land which in part can be used for the cultivation of certain crops, and 10 per cent is cultivable or cultivated land. The principal crops are sorghum, maize, beans, peanuts, bananas, sesame, sugar cane, cotton and rice. Cotton production has increased as a result of expansion of cultivation. Indigenous farming is based on hoe tillage and mechanized farming is restricted for the most part to the European plantations.

At its ninth session, the Council had recommended that the Administering Authority should take all possible steps to encourage the production of basic food crops in the Territory in order to achieve a reasonable degree of self-sufficiency. It had also recommended that the Administering Authority should continue its efforts to explore the possibility of increasing water supplies and of storing foodstuffs as a means of minimizing the effects of drought and that it should report on the progress achieved in the next annual report.

The Administering Authority reported that over 15,000 quintals of maize were in storage at the end of the year as a reserve against a shortage, and that it was planning to increase storage capacity to 50,000 quintals. The total production of sorghum increased from 127,000 quintals in 1950 to 450,000 quintals in 1951, and that of maize increased from 96,000 quintals to 280,000 quintals in the same period.

The Visiting Mission felt that much could be done to improve production among indigenous farmers by the establishment of an agricultural extension service which, in conjunction with the pilot projects which were being set up by the Administering Authority, would disseminate new methods of farming and permit the study of the problems of different localities. The Mission was also of the view that development efforts should be undertaken as energetically in the dry-land farming zones as they were along the rivers.

According to the annual report, there were five farming centres and agricultural experiment stations and one experimental livestock station in the Territory in 1951. The Administration had assisted indigenous persons in the establishment of co-operative farming enterprises in the vicinity of the two rivers, and seven co-operatives with a total area of 3,250 hectares were being established. The Administration had provided technical aid and the necessary machinery to the co-operatives for the construction of irrigation ditches. It had also encouraged, aided and supervised the system of co-participation farming under which cotton, peanuts and sesame are raised in various districts.

The Visiting Mission considered that greater emphasis should be placed on agricultural training in the schools of the Territory and noted with satisfaction that a school of agriculture and animal husbandry would be established by the middle of 1952.

The Mission felt that the system of co-participation farming had given an impetus to the cultivation of cotton and that it could be the basis of the development of indigenous farmers' co-operatives. It considered that the Administration should also examine the possibility of developing a co-operative marketing scheme and that measures should be taken to ensure some diversification of crops in order to avoid difficulties should the market price of cotton drop too low.

The Mission noted that bananas, which represented 29.25 per cent of the total value of exports for the period April to December 1950, were sold in Italy at a price exceeding the world price because of the high costs of packing and transport. The Mission noted with satisfaction that steps were being taken to reduce costs and to seek new markets, and was of the view that investigations should be carried out to determine the possibility of achieving a greater diversification of crops on the European plantations in order that these might not remain entirely dependent on the cultivation of bananas and sugar.

The Visiting Mission felt that the establishment of a satisfactory stock industry, which was essential as an additional source of income, would bring about a substantial stabilization of the nomadic and semi-nomadic people.

In its annual report for 1951, the Administering Authority stated that the problem of livestock would receive particular emphasis in its plans for the economic development of the Territory, and that careful consideration would be given to the recommendations of the United States Economic Cooperation Administration mission on ground water resources, as well as to those of the United Nations Technical Assistance mission.

Twelve petitions before the Council at its eleventh session contained complaints concerning the backwardness of indigenous agriculture, and the absence of adequate efforts by the Administration to promote agricultural development. The petitioners stressed the need for a co-ordinated programme of agricultural development which would include the provision of modern equipment, the construction of irrigation systems, expansion of agricultural research and the provision of technical and financial assistance. Several petitions urged that improved facilities for agricultural credit be made available.²⁹⁷

Certain petitioners also complained that Somali cotton growers were permitted to sell their cotton only to Italian companies and traders from whom they received very low prices. They requested that producers be permitted to sell to whomsoever they wished and that the Administration be persuaded to establish regional cotton co-operatives run by Somalis for the purpose of marketing cotton.²⁹⁸

The Administering Authority, in its observations on the petitions, stated that experiments to assist indigenous farmers in advanced agriculture were being carried out by means of agricultural co-operatives which enabled farmers to acquire machinery. It noted that this constituted a considerable burden on

²⁹⁷ T/Pet.11/40, 69, 74, 89, 101, 110, 120, 157, 163, 172, 176, 210.

²⁹⁸ T/Pet.11/40, 88, 109, 159.

the budget. Farm machinery had been supplied to four co-operatives. In addition six mechanized centres had been opened; their main function was to assist indigenous farmers to work their land.²⁹⁹

As regards cotton marketing the Administering Authority stated that contracts between indigenous farmers and Europeans for cotton cultivation established a minimum purchase price and provided also for fixing the price at the time of picking, taking into account the price of cotton on the international market.³⁰⁰ Farmers were free to sell cotton independently. The Administering Authority considered that there was no reasonable ground for complaint and drew attention to the new regulations applying to the production and marketing of cotton which had been enacted.³⁰¹

At its eleventh session, the Council adopted the following conclusion and recommendation:

The Council, noting with satisfaction the measures taken by the Administering Authority to encourage agricultural training, including the establishment of an agricultural school, and to establish farmers' co-operatives, expresses the hope that these measures will be extended.

The Council urges the Administering Authority to intensify its efforts to ensure the diversification of crops in order to minimize difficulties in the event of a decline in market prices of the principal crops.

Water supplies

The Visiting Mission felt that the Administration should adopt vigorous methods to improve water supplies and should persevere in its efforts to engage the co-operation of the population in this task. The Mission suggested that the possibility of improving systems of capturing surface water should be studied. The Administering Authority stated in its annual report for 1951 that a survey of ground water resources had been undertaken but that the assistance which had been anticipated from the United States Economic Cooperation Administration for the drilling of wells had not been granted since this was not, strictly speaking, considered to be a technical assistance project.

Fifteen petitions before the Council at its eleventh session referred to the lack of water supplies and the difficulties encountered in times of drought. The petitioners requested that new wells should be dug and irrigation systems constructed.³⁰²

In its observations on the petitions the Administering Authority stated that work entailing an expenditure of 70,000 somalos for the drilling of thirteen new wells was in progress in the upper Giuba area.³⁰³ A survey of ground water resources of the Territory had been undertaken by three technicians.³⁰⁴ In the Mudugh

region, sixteen new wells were under construction and thirty-five were being rebuilt, entailing an expenditure of 140,000 somalos.³⁰⁵

At its eleventh session, the Council adopted the following conclusion and recommendation:

The Council, noting the plans of the Administering Authority for the development of water resources in the Territory, encourages it to continue in this task and at the same time urges all sections of the Somali population to give their full co-operation in this programme.

Industry

Industrial development in the Territory has been very limited, and mainly an interest of non-Somalis. The Administering Authority states, however, that it is encouraging the joint investment of Somali capital together with that of outsiders.

The principal industrial establishment is the sugar refinery of the Società Agricola Italo-Somala, which will soon be enlarged. There are two large saw-mills, two tanneries, three tuna fish canneries, plants for the extraction of vegetable oils, several machine shops and a number of establishments which process food-stuffs and produce beverages and soap.

The Administering Authority considers that no significant expansion of industry can take place without the aid of foreign capital. For the time being, direct financial aid to industry by the Administering Authority is not contemplated; however, a programme for the financing of industrial and agricultural undertakings is under consideration. As has been pointed out previously, the Administering Authority at the present time has exempted industrial machinery from import duties, and new industries are exempted from income tax for a period of ten years.

Mining

Prospecting and exploration before the Second World War revealed the presence of some tin, lead, iron, lignite, and of geological formations suggesting the presence of oil. During 1951, permission to engage in prospecting for iron, lead, titanium and lignite was granted to an Italian mining company, to which permission to prospect for tin, tungsten, molybdenum and zirconium had been granted the previous year.

Regulations concerning the granting of concessions and prospecting licences were enacted. An important provision of the law is the establishment of the principle of the inalienability of mineral resources, which can only be granted under concession. Concessions may not exceed forty years. Up to the end of 1951, no mining concessions had been granted by the Administering Authority since it is assumed the administration of the Territory.

Fisheries

During the year under review four fishing companies were operating on the basis of nine-year concessions. Commercial fishing is forbidden within 500 metres of the shore in order to protect indigenous persons engaged in small-scale fishing.

³⁰⁵ T/991. For action taken by the Trusteeship Council on four of the petitions see resolutions 568 (XI), 526 (XI), 535 (XI) and 570 (XI).

²⁹⁹ T/982.

³⁰⁰ T/952.

³⁰¹ T/982. For action taken by the Trusteeship Council on six of the petitions see resolutions 534 (XI), 571 (XI), 524 (XI), 525 (XI), 540 (XI) and 570 (XI).

³⁰² T/Pet.11/R.1, T/Pet.11/90, 110, 112 and Add.1 and 2, 157, 163, 169, 170, 172, 176, 184, 205, 210, 212, 213.

³⁰³ T/982.

³⁰⁴ T/978.

The Administering Authority, together with the Food and Agriculture Organization, will undertake a study of the possibilities of development of fisheries in the near future. Regulations governing the granting of fishing concessions were adopted in 1951; the maximum duration of concessions is nine years.

Forests

The meagre forest resources of the Territory are protected by law and the felling of trees is permitted only under licence. The gathering of incense is of considerable economic importance in the northern section of the Territory. The Administering Authority stated in its annual report for 1951 that it was attempting to increase the production and to improve the quality of incense.

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

General

The representative of New Zealand, noting the serious problem of balancing both the internal budget and overseas payments, was of the opinion that its gravity was increased because of an understandable reluctance on the part of potential investors to invest capital in a country whose economic resources had not been fully determined and whose political future was uncertain. The action of the Administering Authority in seeking the help of outside agencies should be commended. He was also of the opinion that the Trusteeship Council might well express the hope that the report of the Technical Assistance mission would give an indication of the most profitable avenues for the development of the economy of the Territory and that, on the basis of the report, the Administration would be able to encourage the entry of capital into the Territory.

The representative of the United Kingdom stated that, while he was unwilling to prejudge the recommendations of the Technical Assistance mission, he felt that there was only a limited number of products and industries which had any hope of success in the Territory, and that the Administering Authority would do well to concentrate on improving and expanding these activities rather than to devote time and resources to a further diversification of the economy, for which there was little sound basis.

The representative of Belgium, in relation to the question of investments, observed that the salt works at Ras Hafun should be re-established as soon as possible.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was not taking the necessary steps to improve the difficult economic situation of the indigenous inhabitants. No action was taken to ensure the economic advancement of the Trust Territory.

The special representative of the Administering Authority stated that the Territory's income was increasing progressively, that its foreign trade was continually developing, that the general plan of economic development would systematically encourage the various local initiatives and that, with the financial and

technical aid of international organizations, vast and important problems, the solution of which might substantially alter the economic possibilities of the Territory, could be confidently faced.

Public finance, taxation

The representative of China noted that the most difficult problem was perhaps that of the very large budgetary deficit. It was imperative that this problem should be satisfactorily solved, otherwise the future independent State would be unable to exist without substantial external assistance. He noted with approval that expenditures had diminished by the reduction of Italian military forces and police personnel. Some initial planning should, however, start at once in order that the problem might be resolved when the Territory became independent. He therefore endorsed the suggestion of the Visiting Mission that an initial inquiry including, in particular, a study of the level of government services which the Territory could be expected to support from its own resources, should be made no later than the next visit of a mission of the Council to the Territory, presumably in 1954. The Council might do well to bear this in mind when the terms of reference for that mission were drafted. He suggested that the Administering Authority might perhaps study the possibility of a substitute for the hut tax which the Council had always found to be unsatisfactory.

The representative of New Zealand stated that the extent to which budgetary expenses were sustained by direct contribution from the Italian Government was alarming, and an effort should be made to remedy this situation.

The representative of the United Kingdom was gratified to note that the Administering Authority was prepared to adopt the suggestion made by his delegation at the ninth session of the Council that the budget should be so constructed as to separate clearly those expenditures which would inevitably fall on the successor Somalis State from those which were a charge on the Administering Authority. Such a presentation would enable a clearer assessment of the prospects of solvency for the successor State. It was also gratifying to note that the budgetary deficit for the year under review was not as great as had been expected.

The representative of Belgium suggested that the Council might note with satisfaction that the Government of Italy was making a considerable contribution to the budget. However, the Territory should not become dependent on the resources of the Administering Authority. Expenditures made from funds of the Administering Authority which did not involve regular and recurring expenses would not imperil the balancing of the budget when the Territory achieved independence. On the other hand, it would be dangerous to develop medical services to an extent beyond the capacity of the Territory to support them. It was, therefore, very necessary that the Administering Authority should maintain a certain balance in order not to create difficulties in the future.

He further noted that, under the present system, the form in which the budget was presented did not enable one to determine exactly what expenditures were made for various purposes. However, the Administering

Authority had stated that this disadvantage would be obviated in the next report.

The representative of Belgium raised the question whether taxes, in particular taxes on income and profits, were high enough, even when the desire to encourage capital investment was taken into account.

The representative of France expressed the opinion that the balancing of the budget was a very important question which might not be easily resolved. Foreign investments would assist the Territory in the future and such investments would be facilitated by political stability which, in turn, depended in large part on the moderation and understanding on the part of the political parties.

The representative of the Union of Soviet Socialist Republics stated that the hut tax had been imposed on every indigenous inhabitant over 18 years of age for every house in his possession. Decree No. 14 of 1944 provided that this tax could be levied at the expense of any other property of the delinquent taxpayer and that, if there was no such property, he would be liable to three months' imprisonment for every year of default to pay. He proposed that the Trusteeship Council should recommend that the Administering Authority should take steps to replace the hut tax by a progressive income tax system, or at least by an income tax system which would take account of the property status and capacity to pay of the indigenous population.

The special representative of the Administering Authority stated that the reorganization and modernization of the taxation system which was being planned would not only increase and stabilize the revenues of the Territory but would also level incomes in a measure of effective social justice.

Trade

The representative of Belgium observed that the Council might note with satisfaction that the situation mentioned in a number of petitions, which complained that it was difficult to obtain licences for low-cost imports from the Far East, had been settled and that preference was given to Somali traders in the granting of import and export licences.

Land

The representative of the Union of Soviet Socialist Republics stated that the best lands had been taken away from the indigenous inhabitants by the Italian authorities. The Administering Authority had not only failed to return to the indigenous inhabitants the lands alienated from them prior to the establishment of trusteeship, but had persisted in its old colonial policy of alienating the land from the indigenous inhabitants under various pretexts. According to the report of the Administering Authority, 88,342 hectares of land belonged to the Italians, while the area of the arable land was estimated at only 10 per cent of the total area of the Territory. He referred to numerous petitions voicing complaints of further land alienation.³⁰⁶ He considered that the Trusteeship Council should recommend that the Administering Authority should return to the indigenous population of the Trust Territory the lands alienated from it in any way and should not per-

mit in the future alienation of lands belonging to the indigenous population.

Agriculture and stock raising

The representative of New Zealand stated that the Council might recommend that the Administering Authority should continue to pay special attention to reduction of costs in the banana industry, in order that present reliance on special marketing arrangements in Italy might be eliminated and Somaliland might thus be able to export bananas and compete in the world market.

The representative of France expressed the hope that the Administering Authority would continue to give great attention to the problem of cattle raising and, in particular, that it would take steps to increase the number of wells. He congratulated the Administering Authority on the progress made in agricultural production.

The representative of the Union of Soviet Socialist Republics stated that the primitive system of agriculture, which the Administering Authority was taking no measures to improve, could not bring about the improvement of the situation of the indigenous inhabitants. The report of the Visiting Mission had shown that, in the northern regions of Somaliland, famine had been rampant for the last three or four years. Instead of concentrating all efforts and resources on food production, the Administering Authority made efforts to increase only the production of export crops, such as cotton and bananas. Such a policy worsened the conditions of the indigenous inhabitants, who suffered from constant droughts and poor harvests. He further pointed out that the so-called co-participation system of cotton cultivation was, in fact, one of the worst forms of exploitation of the indigenous inhabitants by the Italians. The European concessionaire, who provided the indigenous farmer with seed and advance in money, was receiving in return the right to purchase for almost nothing the whole cotton crop.

4. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

The fact that a large proportion of the Somalis are pastoral nomads has a very direct bearing on the question of social advancement and, at its ninth session, the Council had recommended that the Administering Authority should make a full study of the problem of nomadism and report thereon to the Council in its next annual report.

In examining social conditions in the Territory in the light of the provisions of the Trusteeship Agreement, the 1951 Visiting Mission expressed the hope that during the coming year the Administering Authority would be able to inform the Council of its specific plans in relation to development over the next nine years in the field of social welfare, labour legislation and medical and health services. The Mission found that low living standards and a high incidence of disease were factors retarding general development. It pointed out that another problem was that of the integration of the

³⁰⁶ T/Pet.11/33, 38, 39, 40, 170.

nomadic and semi-nomadic peoples into the political and economic life of the Territory. It was essential that new economic and social value should be imparted to them by modern organs of local government and by education, as well as by encouraging the development of a stock-raising industry which would serve to raise living standards and would enable this large section of the population to contribute to the revenue of the Territory.

In its annual report for 1951, the Administering Authority stated that it was studying these problems and that no later than its next annual report it would submit the results of the study to the Council. The Administering Authority pointed out that, throughout most of the Territory, environmental conditions permitted no form of indigenous organization other than pastoral nomadism. It was therefore of the opinion that a majority of the population would be nomadic for some time to come. Nonetheless, the Administering Authority considered that steps could be taken in various parts of the Territory to improve the social and economic conditions of many of the nomadic people and to ensure for them a greater measure of security. Thus, in the far north, the main problem was to eliminate those factors which were gradually leading to the depopulation in the area. Among the preponderantly pastoral peoples further south, in the Mudugh, it would be necessary to solve problems arising from the presence of the provisional administrative boundary with Ethiopia. A balance would have to be obtained between herds on the one hand and pastures and water resources on the other, and commercial outlets for the economic utilization of livestock would have to be developed.

At its eleventh session, the Council adopted the following conclusion:

The Council, recalling its recommendations adopted at its ninth session on the social aspects of nomadism in Somaliland, noting that the Administering Authority is awaiting the report of the Technical Assistance Mission of the United Nations in order to conclude its study of this problem and that it will present the results of its studies in the next annual report, noting also that the Administering Authority is dealing with the problem of nomadism from the point of view of fundamental education and that in this connexion it has sought the aid of the United Nations Educational, Scientific and Cultural Organization, expresses the hope that the Council will be provided with full information on all aspects of the Administering Authority's effort to deal with the problem of nomadism, and that a comprehensive programme will be undertaken to solve the political, social and economic problems arising from nomadism.

Standard of living

It was stated, in the annual report for 1951, that the standard of living of the inhabitants had improved. For example, milk and butter, which were staple foods and among the nomads, had declined in price and farmers had benefited from good harvests as well as from the increase in the production of cash crops. The position of wage-earners appeared to show some improvement. Furthermore, the decline in the price of grains had also benefited the population. The cost of living for a typical family in Mogadiscio with an income of about

150 somalos a month showed an increase of 6 per cent over the previous year in respect of food, clothing, lodging, fuel, lighting and various other expenditures.

Several petitions before the Council at its eleventh session complained of the low standard of living and of the poverty of the Somali people. The petitioners stated that the cost of living was very high and increasing daily.³⁰⁷ One petition requested the Administration to introduce deflationary measures to combat high prices, and suggested that it should promote the establishment of consumer co-operatives for the same purpose.³⁰⁸

In its observations on the petitions, the Administering Authority referred to the relevant sections of the annual report for 1951. Price control regulations remained unchanged and both wholesale and retail prices were supervised.³⁰⁹

Immigration

In its report to the ninth session of the Council, the Administering Authority had stated that the admission of immigrants, including Italian citizens, had been regulated by the Administering Authority, and that only those persons who could contribute usefully to the economic development of the Territory were admitted. During the period under review, entry permits were granted to 203 Arabs, eighty-three Indians, 559 Italians (including personnel of the Administration and of the Security Corps as well as their families), fourteen other Europeans and seven miscellaneous.

The 1951 Visiting Mission was informed that, while the Government of Italy had no intention of encouraging or endorsing a policy of general immigration into the Trust Territory, the admission of technicians and persons with capital would not be excluded. The Mission, while considering that the services of Europeans with special skills were essential in certain fields, expressed doubts regarding the advisability of encouraging additional agricultural settlement by Europeans.

Human rights and fundamental freedoms

It was stated in the annual report for 1951 that, in accordance with the Italian Penal Code of Procedure, which was applied in the Territory, no one might be arrested without a judicial order, but that exceptions were made to the rule in cases of a certain gravity or where persons were found in the act of committing a crime. In such exceptional instances a police officer might arrest a person without a judicial order but must bring him immediately before the judicial authorities concerned.

According to the Administering Authority, the right of petition is recognized, and the protection of the individual and of property is guaranteed without distinction for all inhabitants. As virtually all the indigenous inhabitants are of the Moslem faith, the Administering Authority noted that no measures designed to safeguard the indigenous religion were necessary.

³⁰⁷ T/Pet.11/40, 101, 105, 109, 116, 120, 121, 184, 192.

³⁰⁸ T/Pet.11/192.

³⁰⁹ T/952, T/959/Add.1, T/996. For action taken by the Trusteeship Council on two of the petitions, see resolutions 534 (XI) and 540 (XI).

A number of the petitions before the Council at its eleventh session contained complaints that racial discrimination existed. Some of them were specific charges of discrimination in employment and in the provision of health and educational facilities. It was asserted that Somalis and Italians who performed similar functions in government service were remunerated at different rates. The petitioners urged the adoption of the policy of equal pay for equal work.³¹⁰ In two petitions the Administration was commended for having improved the wages of Somalis in government employment.³¹¹

The Administering Authority, in its comments on the petitions, stated that Italians engaged by the British Military Administration were being maintained in service with a two-year temporary contract and therefore, owing to the temporary nature of their employment, were being paid higher salaries than Somalis who were engaged for an indefinite period. It was further stated that, in new regulations pertaining to locally-engaged personnel, the Administration would tend to eliminate any disparity of treatment between foreigners and Somalis who, provided that their capabilities and scholastic certificates were equal, would receive the same basic salaries.³¹²

In a petition before the Council at its eleventh session it was claimed that freedom of speech was denied.³¹³ In its observations on the petition, the Administering Authority stated that the greatest freedom of speech was ensured to all inhabitants of the Territory.³¹⁴

Status of women

The 1951 Visiting Mission noted that women were commonly employed in agricultural and industrial enterprises and recommended that the Administering Authority, in drafting a labour code for the Territory, take measures to ensure that female wage-earners be protected before and after childbirth, that minimum wages be fixed, that women workers be covered by any family allowances for which provision might be made, that the work of women be lightened and that vocational training facilities be open to women on an equal basis with men. In its annual report for 1951, the Administering Authority stated that improvement of the status and condition of women would be a difficult task requiring time but that legislation providing for the protection of women workers was being adopted. It pointed out that the number of girls attending school had tripled between 1950 and 1951 and that a number of women were employed by the Administration, most of them in the medical and health services.

Housing

In one petition before the Council at its eleventh session it was stated that there was a great shortage of housing, and that consequently rents were continuously increasing. It was suggested that a programme of housing development should be drawn up and that

the Administration should assist builders and facilitate the establishment of building co-operatives.³¹⁵

In its observations on the petition, the Administering Authority stated that a substantial effort had been made to develop the Somali quarters in Mogadiscio. During 1951, 160,000 somalos were spent on municipal improvements in one district. During 1952, 61,000 somalos would be spent on the construction of a model village. All this formed part of a city planning scheme.³¹⁶ To combat the housing shortage, legislation had been enacted in 1950 controlling rentals and contracts and restricting landlords' powers of eviction. The Administering Authority stated that it had encouraged building by granting free plots of land, and by giving financial assistance for the establishment of the first building co-operative in Mogadiscio for Somali government employees, which had already built four apartment houses.³¹⁷

Press and radio

A daily newspaper, *Il Corriere della Somalia*, is published by the Administration. Some of the material contained therein is printed in Arabic. It publishes letters addressed to the editor, and there is a special column for the discussion of problems by Italians and Somalis.

A radio broadcasting station was opened in Mogadiscio during the year under review, and programmes were broadcast four hours daily in Italian and Somali. The broadcasts in Somali consisted of a news bulletin and indigenous music and songs. Once a week there was an educational lecture on subjects such as agriculture, animal husbandry and health.

Labour

The Administering Authority stated, in its annual report for 1951, that by reason of their cultural background, their physical constitution and health conditions, the Somalis were unaccustomed to an intensive labour output. There had always been a shortage of agricultural labour in the Territory; this the Administration was attempting to overcome through the increased use of machinery in agriculture and by the establishment of technical training courses. Generally speaking, there was sufficient labour during the dry season because at that time indigenous farming activity was reduced. However, during the rainy season, and in years when rain was abundant, workers preferred to cultivate their own lands rather than to engage in paid agricultural labour.

During the year under review, a representative of the International Labour Organisation studied labour problems in the Territory. The Administering Authority stated that the recommendations made by the International Labour Organisation were being implemented. The first steps were being taken in the establishment of a labour code by the creation of a Labour Office in each Residency, of a Labour Inspectorate Service in each Regional Commissariat and of a system of compulsory insurance for industrial workers against work-incurred accidents. The Administering Authority had abrogated the British Military Administration Proclamation, which prescribed penal sanctions for

³¹⁰ T/Pet.11/90, 101, 104, 108, 110, 117, 119, 120, 121, 146, 157, 169, 175, 176, 209.

³¹¹ T/Pet.11/163, T/Pet.11/204.

³¹² T/952. For action taken by the Trusteeship Council on four of the petitions, see resolutions 526 (XI), 533 (XI), 540 (XI) and 570 (XI).

³¹³ T/Pet.11/66.

³¹⁴ T/952, T/982.

³¹⁵ T/Pet.11/192.

³¹⁶ T/982.

³¹⁷ T/996.

breach of labour contracts, and had stated that it intended to ratify the pertinent International Labour Convention. There were no special regulations governing women workers and child labour; such labour, however, was usually employed in the lighter tasks, and legislation which would provide protection for it was being adopted.

At the eleventh session of the Council, the special representative of the Administering Authority stated that the Administering Authority had sent the head of the Labour Office of the Territory to Geneva to establish, with the help of the International Labour Organisation, the basis of the new Labour code.

The 1951 Visiting Mission endorsed the idea of a comprehensive labour code and it regarded the development of a stable and efficient labour force as a matter of particular importance in relation to economic advancement. The Mission also felt that the question of labour incentives merited careful study and that the only certain solution was to make the idea of work more attractive by increasing the rewards for efficient labour and by stimulating the desire to achieve higher living standards.

In several of the petitions before the Council at its eleventh session, there were complaints that there was no adequate legislation governing the conditions of employment of Somali workers. It was stated that there were no regulations controlling minimum wages and working hours, no protection in the event of disability, no social security and no subsistence payments for unemployed persons. Petitioners complained also of the absence of trade unions in the Territory.³¹⁸ In one petition it was alleged that the Italian plantation owners had been endeavouring to restore the former system of forced labour and it was claimed that the introduction of joint farming enterprises was a disguised form of the system.³¹⁹

In its observations on the petitions, the Administering Authority stated that complete social legislation was being prepared. The observance of the basic standards of labour and social security, as, for example, adequate wages, the eight-hour working day and compulsory insurance against industrial accidents, was supervised by the Labour Inspectorate which had branches in each Regional Commissioner's office and by Labour Offices which were being set up in each Resident's office. The Labour Offices were also responsible for finding work for unemployed workers and promoting the peaceful settlement of labour disputes.³²⁰

In a number of petitions there were complaints of the existence of widespread unemployment.³²¹ In its observations on the petitions, the Administering Authority stated that the general situation regarding unemployment was satisfactory throughout the Territory and that work was to be had. A recent request for labourers for road work had gone unanswered. It observed that in the towns many Somalis would like to do easy work.³²²

³¹⁸ T/Pet.11/101, 104, 108, 117, 120, 141.

³¹⁹ T/Pet.11/120.

³²⁰ T/978. For action taken by the Trusteeship Council on two of these petitions, see resolutions 533 (XI) and 540 (XI).

³²¹ T/Pet.11/40, 86, 101, 102, 103, 105, 112 and Add.2, 114, 116, 117, 120, 121, 141, 196.

At its eleventh session, the Council adopted the following conclusions:

The Council, noting with satisfaction that, following the survey of labour problems by an International Labour Organisation mission, the Administering Authority has taken steps to implement the recommendations contained in the report of the mission, noting in particular that it has made arrangements with the International Labour Office for assistance in the preparation of a comprehensive labour code which is to be adopted progressively, requests that the Council be kept fully informed of developments in this respect.

The Council expresses the hope that the labour regulations contemplated by the Administering Authority for the protection of women and children, particularly in agricultural employment, will soon be drafted and put into force.

Labour relations

The right to strike, and the right of workers to organize, are recognized in the Italian Constitution. During the year under review, there were two organizations of indigenous workers. According to the annual report for 1951, there were no serious labour conflicts during the year. Under the new legislation adopted during the year, it is the task of the labour officers to arbitrate labour disputes.

Medical and health services

There are four hospitals in Mogadiscio and eight secondary hospitals in the interior. There are sixteen infirmaries with between six and twenty beds each and seventy-two dispensaries. During the year under review, a Health Council was established to study plans for the development of medical and health services and to advise on problems in this field.

The Council, at its ninth session, had recommended that the Administering Authority should take further steps to increase medical and health services and give particular attention to the training of medical personnel and to increasing the number of physicians. The number of hospitals was increased by two during the year under review and the number of dispensaries from sixty-one to seventy-two. There were forty-seven doctors, ten more than in the previous year, and four more were expected shortly. The number of beds was increased from 1,408 during the previous year to 1,513.

At the eleventh session of the Council, the special representative of the Administering Authority stated that hospitals had been remodelled and large infirmaries constructed. The number of patients treated in 1951 was more than double that of the previous year. The greater potentialities in this field were also evidenced by the considerable increase in value of medicines imported. The number of physicians had increased substantially. There were over fifty physicians in the Territory.

The Administering Authority pointed out, in its annual report for 1951, that the level of education in the Territory was not yet sufficient to warrant the establishment of a medical school. A two-year course

³²² T/978. For action taken by the Trusteeship Council on four of these petitions, see resolution 535 (XI), 537 (XI), 540 (XI) and 583 (XI).

for medical assistants had been started and, of fifty applicants, nineteen were admitted. A one-year course for training dressers and nurses was also in being during the year.

For the year 1951-52, the estimated expenditure under the heading of public health was 3,314,270 somalos. In addition, 3,200,000 somalos were assigned for staff, and almost one million somalos were appropriated for construction, maintenance and repair of buildings. The estimated total expenditure on public health exceeded 8 million somalos. A plan for the development of medical and health services, to be adopted in 1952, provides for increases in the number of infirmaries, dispensaries, staff and medical equipment. Hospital services will be expanded. A sufficiently large number of ambulances will be assigned to hospitals in the interior in order to make them accessible to the more remote communities. Centres for combating the principal diseases such as tuberculosis, malaria and syphilis, will also be established.

The 1951 Visiting Mission expressed the opinion that effective measures must be taken in the field of public health, and it recommended in particular that every effort should be made to reduce the danger of contamination of sources of drinking water. It hoped that efforts to provide anti-malarial drugs and to control mosquitoes would be expanded. It held the view that much progress would be achieved in combating prevalent diseases if supplies of drugs and medicines were made increasingly accessible to the population under the present system of distribution. Having noted the existence of serious dietary deficiencies in certain areas, and of periodical starvation conditions in the north, it recommended that studies of dietary conditions should be made in order to determine what remedial measures were needed. It noted that slow starvation constituted a special problem in the northern section of the Territory, and hoped that special treatment would be given to as many of the victims of malnutrition as could possibly be reached. It recommended that the Administering Authority should seek assistance and advice from the World Health Organization, the Food and Agriculture Organization and the United Nations International Children's Emergency Fund.

In thirty-one of the petitions before the Council at its eleventh session, there were complaints of inadequate medical services. It was stated that there was an insufficient number of hospitals and dispensaries, that the hospitals were confined to certain urban areas, that they lacked sufficient beds, that there was a serious shortage of medicine, that medicines were not provided free, despite the fact that Somalis often could not afford to purchase them, and that the hospital diet was poor. It was urged that the Government should allocate more funds for the construction of hospitals and clinics and for the training of nurses.³²³ In four petitions, the Administration was commended for the improvement of medical facilities.³²⁴

In its observations on the petitions, the Administering Authority stated that, during the financial year 1950-51,

³²³ T/Pet.11/40, 74, 77, 81, 88, 89, 90, 101, 103, 108, 109, 110, 112, and Add.2, 114, 116, 119, 120, 121, 157, 169, 170, 172, 173, 176, 187, 205, 207, 208, 210, 212, 213.

³²⁴ T/Pet.11/163, 192, 193, 199.

the expenditure on medical services totalled over 8 million somalos as against 2,229,000 somalos for the preceding year. Nearly all existing infirmaries and hospitals were put in working order and the number of beds was continually increasing. The number of doctors was increased from twenty-one to about forty and would be approximately fifty-nine in 1952. The school for training medical assistants had commenced its courses.³²⁵

At its eleventh session, the Council adopted the following conclusion and recommendation:

The Council, noting that health conditions constitute a serious problem impeding social and economic development, noting that the Administering Authority is drafting plans for the development of medical and health services, noting that the number of physicians had been increased by ten during the year under review, noting that new facilities have been built and that existing ones have been repaired or expanded, expresses the hope that the Administering Authority will present detailed information on these plans in the next annual report.

The Council, noting the existence of serious dietary deficiencies in certain areas, particularly in the north, recommends that the Administering Authority seek assistance and advice from the World Health Organization, the Food and Agriculture Organization and the United Nations International Children's Emergency Fund in the study treatment of these problems.

Prison system

There are prisons in Mogadiscio and in each Residency. The 1951 Visiting Mission found them generally to be overcrowded and the prisoners to be inactive. It felt that more cell space should be provided and that, in general, the daily routine should be organized so as to give prisoners more activity and to provide for their rehabilitation through paid labour and vocational training. The Mission noted that, under the existing regulations, persons might spend long periods in gaol awaiting trial, and it expressed the view that every effort should be made to separate these persons from convicted prisoners. It observed that facilities for women prisoners were unsatisfactory and urged that the necessary steps should be taken for establishing a special penal institution for women. The Mission also found that the institution for juvenile delinquents at Mogadiscio formed a part of the central prison. It considered the existing facilities to be very unsatisfactory, and hoped that provision could be made to complete the new rehabilitation centre for juvenile delinquents planned by the Administering Authority at an earlier date than was projected.

It was stated in the annual report for 1951 that, in general, prisoners were employed on work within the prison, such as in the upkeep and enlargement of prison buildings and the manufacture of clothing and furniture. At the central prison in Mogadiscio there were establishments for weaving and for the manufacture of soap. The number of prisoners in the Mogadiscio

³²⁵ T/952. For action taken by the Trusteeship Council on ten of the petitions, see resolutions 526 (XI), 534 (XI), 519 (XI), 524 (XI), 525 (XI), 533 (XI), 535 (XI), 537 (XI), 540 (XI) and 570 (XI).

gaol would be reduced as soon as the penal farm at Balad was completed.

At the eleventh session of the Council, the special representative of the Administering Authority stated that the situation of the prisons had recently been the subject of particular attention. An adequate sum had been appropriated for the establishment of an agricultural penal settlement in the Balad zone, and of a rehabilitation centre for minors, and for the remodelling of three prisons.

In three of the petitions before the Council at its eleventh session, there were complaints of bad prison conditions. It was stated that the prisons were insanitary, that they were filled beyond their capacity, that prisoners were treated harshly and that the food was unfit for consumption. No distinction was made between criminals and political prisoners, and juveniles were not segregated.³²⁶

In its observations on the petitions, the Administering Authority stated that, during the year 1951, a total of 2,864 persons had been arrested, of whom 1,023 had been released and 1,841 had been brought to trial, almost all for crimes against property or for fights and none for political offences. It stated, further, that the Mogadiscio prison had an infirmary, directed by a doctor, with fifty beds, and that in other prisons a daily sanitary inspection was carried out by a physician.³²⁷

At its eleventh session, the Council adopted the following conclusion:

The Council, noting that the prison system is unsatisfactory due largely to the inadequacy of the present buildings, noting the assurances of the Administering Authority that this situation will be remedied by the establishment of modern penal institutions such as prison farms, noting the steps taken to provide new facilities for juvenile delinquents and to expand those for women, noting that further steps are to be taken to provide for the rehabilitation of prisoners through vocational training, requests that more precise details on these measures be given in the next annual report.

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

General

The representative of France stated that definite progress was evident in the social field.

The representative of the Union of Soviet Socialist Republics stated that the general conditions of life and the state of health of the indigenous inhabitants showed that the Administering Authority was not fulfilling the obligations laid down by the Charter and by the Trusteeship Agreement. The Visiting Mission had indicated in its report that the social conditions in the Territory were backward, that the standard of living was low and that the population was afflicted by different diseases. The high incidence of disease and mortality was further increased by malnutrition resulting from recurrent droughts. The Visiting Mission had also noted the chronic malnutrition of the indigenous population in the northern section of the Territory.

³²⁶ T/Pet.11/66, 101, 103.

³²⁷ T/982.

Human rights and fundamental freedoms

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was pursuing a policy of crude racial discrimination in the field of social security. The social security laws extended their benefits only to the Italians.

Labour

The representative of China stated that the supply of indigenous labour might be increased if wages and conditions of work were more attractive and urged the Administering Authority to study this problem and to do everything it could to diminish the discrepancy between the wages of the indigenous workers and those of non-indigenous workers.

The representative of France was of the view that the situation of workers had been notably ameliorated through a number of provisions assuring them the benefit of modern legislation, particularly in connexion with industrial accidents.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was pursuing a policy of crude racial discrimination in the field of wages. The Visiting Mission had stated in its report that the wages of the Italian Government workers were three to four times higher than those of the indigenous workers. He further noted that the indigenous labourers were paid miserly wages. A plantation worker, for example, received a daily wage of four somalos, equivalent to about twenty US cents. Such a wage could buy only one kilogramme of potatoes or half a kilogramme of rice.

Medical and health services

The representative of China stated that the phenomenon of slow starvation of children and adolescents was most pathetic and alarming and his delegation was of the view that the Administration should give careful consideration to the suggestions of the Visiting Mission and lose no time in consulting with the organs and agencies enumerated in the Mission's report.

The representative of New Zealand, referring to the nomadic population of the Territory, suggested that a flying doctor service might well be considered.

The representative of France noted that the organization of medical and health facilities had also been assisted through a number of measures. He noted with satisfaction that the number of cases treated in hospitals and the number of medical personnel had risen considerably, and hoped that all elements in the Territory would benefit from this progress.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had not taken steps to establish a proper system of health services. Despite the very poor health situation, budget appropriations for public health in 1951-52 were 594,065 somalos lower than the preceding year, even though, during the preceding year, they had amounted to less than 3 per cent of the total budget. Furthermore, during 1951, the number of health services had been decreased in Mudugh, Midjerrein and in a number of other regions. There was still no ambulatory service in Garoe in 1951, although in 1950

there should have been one according to the report of the Administering Authority for that period. The situation with regard to public health was quite unsatisfactory and required urgent and effective measures. The Trusteeship Council should recommend that the Administering Authority increase considerably the appropriations for public health.

Prison system

The representative of El Salvador stated that, undoubtedly, the new penal institutions and the school for juvenile delinquents would be established and, consequently, would greatly alleviate the prison problem in the Territory.

The special representative of the Administering Authority stated that a plan designed to provide the Territory with sufficient installations and adequate equipment for the requirements of the population over the next eight years was being prepared. Details would be submitted to the Council in the next annual report.

5. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

In its annual report for 1951, the Administering Authority stated that the reorganization of the educational system, as well as its expansion, had been continued, and that a five-year plan for the development of education had been drawn up and submitted to the United Nations Educational, Scientific and Cultural Organization and to the United Nations Advisory Council, as well as to the Territorial Council. This programme envisaged a total school enrolment of 40,000 students by 1955.

As the Administering Authority had pointed out in its preceding annual report, the low population density, coupled with the prevalence of nomadic or semi-nomadic ways of living, presents certain problems in the expansion of education throughout the Territory. However, during the year under review, it was noted that there was a relatively high enrolment and attendance in schools situated in areas inhabited principally by nomads. The Administering Authority stated that it would request the aid of UNESCO in the study of the problems of nomadism and mass education.

Education is free of charge in all Somali schools and in the Italian primary schools. At its ninth session, the Council had recommended that the Administering Authority should take all possible steps to expand educational facilities and raise the standard of education by raising budgetary appropriations for education, by expanding facilities for the training of teachers, by increasing the number of schools and by other appropriate measures.

The 1951 Visiting Mission found that education in the Territory was in the very early stages of development, that schools were few and that facilities outside Mogadiscio were of a low standard. The great majority of children had no access to schools and the rate of illiteracy was very high. Problems of staffing were serious, particularly as a consequence of using both Italian and Arabic as the official languages of

instruction. The Mission was unable for lack of time to evaluate the five-year plan for education as a whole. It presumed that copies of the plan would be available to the members of the Trusteeship Council when the annual report for 1951 was discussed.

At the eleventh session of the Council, the special representative of the Administering Authority stated that textbooks would be available in sufficient quantities in 1952.

Forty-six petitions before the Council at its eleventh session contained complaints about inadequate educational facilities for Somalis. Some stated that the budget was sent mainly on the education of Italian children. It was also alleged that Somali and Italian pupils were completely segregated. It was requested that a sound system of education be established, that instruction be given in the principles of the Moslem faith and that students be enabled to attend educational institutions in other Moslem countries.³²⁸

In its observations on the petitions, the Administering Authority stated that the greatest part of the expenditure on education was incurred on the salaries of teaching staff. In the elementary school system, schools of Italian type had nineteen teachers as against 194 (seventy-seven Italians, six Libyans and 111 Somalis) in Somali-type schools. It was therefore clear that the largest part of the expenditure on teachers was incurred for schools attended by Somalis. The same was true as regards expenditure on buildings and equipment.³²⁹

It was further stated by the Administering Authority that Somali students were admitted to secondary schools of Italian type, that there were six high schools in the Territory and that the five-year plan for educational development provided for the opening of more of such schools. Starting with the current year, Somali students would be regularly sent to Italy.³³⁰ Koranic schools existed for the teaching of the Islamic religion and many of these were intermittently subsidized by the Administration, which also encouraged the admission of Somalis to Islamic universities. However, there were as yet no students in the Territory who were prepared to undertake these studies.³³¹

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its recommendation on educational development at its ninth session, notes with satisfaction that the number of elementary schools increased from seventy in 1950-51 to 113 in 1951-52, that expenditures increased from approximately 3 million somalos in 1950-51 to 4.6 million in 1951-52, that the enrolment of students increased from 7,479 in 1950-51, to 11,646 in 1951-52 and that enrolment during the 1952-53 school year is expected to reach

³²⁸ T/Pet.11/R.1, T/Pet.11/34, 35, 40, 43, 67, 77, 80, 81, 85, 86, 89, 90, 101, 103, 109, 110, 112, and Add.1 and 2, 114, 116, 118, 119, 120, 121, 141, 157, 169, 170, 173, 175, 176, 180, 184, 187, 190, 191, 196, 205, 208, 209, 210, 211, 212, 213, 216, 221.

³²⁹ T/952.

³³⁰ T/982.

³³¹ T/940. For action taken by the Trusteeship Council on thirteen of these petitions, see resolutions 526 (XI), 534 (XI), 539 (XI), 588 (XI), 519 (XI), 523 (XI), 525 (XI), 535 (XI), 537 (XI), 540 (XI), 570 (XI) and 583 (XI).

17,000, that the total number of teachers in elementary schools has also substantially increased; noting further that scholarships are to be granted in 1952 to over sixty Somalis for study in Italy and Egypt, the Council recommends that still greater efforts be made to accelerate the expansion of educational facilities and that particular attention be given to the problem of increasing the number of Somali teachers.

Language of instruction

Italian and Arabic are the languages of instruction in the schools. Somali is not employed in written form. The oral use of Somali, however, is permitted. The Administering Authority stated, in its annual report for 1951, that opinion differed among the Somalis themselves on the question of developing their own language in written form. While the Visiting Mission saw no real alternative, for the time being, to the continued use of the Italian and Arabic languages as the languages of instruction in the schools, it felt that emphasis must be placed increasingly on the development of Somali. The Mission felt that it was inescapable that the indigenous language should be reduced to writing and employed in due course for educational and governmental purposes; nor did it feel that there would be any insuperable difficulties in reducing the language to written form. The Mission considered that the apparent rejection by many Somalis of their own language as the language of instruction had posed a very serious problem in the efforts to promote the educational advancement of the Territory. The Mission was of the opinion that the Administering Authority should explore with UNESCO specific projects for the development of the Somali language.

In twenty-six petitions before the Council at its eleventh session, the question of instruction in the Arabic language was raised. It was alleged that, in spite of the expressed wish of the population, Arabic was either not used or taught in the schools, or was being replaced by Italian. It was requested that teachers of Arabic should be obtained from neighbouring countries and that Somalis should be enabled to attend universities in Arab countries.³³² In its observations on the petitions, the Administering Authority stated that in elementary schools the number of hours of instruction devoted to Arabic exceeded those devoted to any other subject, Italian included,³³³ and that Arabic was the only written language taught in the first two years. After the second year, both written Italian and Arabic were taught, but during the first two years Italian was taught in the spoken form only.³³⁴

At its eleventh session, the Council adopted the following conclusions:

The Council, noting with concern the absence of a written indigenous language, expresses the hope that the Administering Authority will give particular attention to reducing the Somali language to written form, with the co-operation of the United Nations

³³² T/Pet.11/R.1, T/Pet.11/40, 42, 43, 69, 79, 80, 81, 85, 86, 88, 89, 101, 112, and Add.1 and 2, 116, 141, 157, 169, 170, 171, 173 176, 187, 209, 212, 213.

³³³ T/952.

³³⁴ T/982. For action taken by the Trusteeship Council on six of these petitions, see resolutions 577 (XI), 523 (XI), 524 (XI), 525 (XI), 535 (XI) and 570 (XI).

Educational, Scientific and Cultural Organisation and other educational organisations. The Council further notes the steps taken by the Administering Authority in expanding the teaching of Arabic and expresses the hope that the question of the language of instruction will be considered by the Administering Authority and by the inhabitants from the standpoint of the long-range development of the indigenous Somali culture.

Schools

There are two main types of schools: Italian schools and Somali schools. The former follow the curriculum of the metropolitan schools, and Somali students are admitted to them following an entrance examination. The Administering Authority has stated that the Somali schools are adapted to the conditions which prevail in Somaliland. It has pointed out that this does not affect the level of studies but relates rather to teaching methods. In order to enable indigenous students to attend the Italian middle school, provision is made for Arabic to be taught there.

Somali schools are subdivided as follows: (a) Elementary schools, offering a five-year course; (b) the middle school course covering a period of three years; and (c) a series of primary and secondary technical training schools for medical assistants, midwives, aeronautic specialists, workers in arts and crafts and a number of others.

There were seventy elementary day schools in the Territory in 1951-52, as compared with fifty-one in 1950-51, staffed by seventy-nine Italian, ninety-five Somali and six Arab and Libyan teachers. This represented an increase of fifty-three teachers over the number for 1950-51. Forty-three of the schools also offered evening courses.

On the secondary and technical school level there were fourteen schools in 1951-52. These included the middle schools, the Gymnasium and Lyceum, the teacher-training school, the School of Political Administration, the school for aeronautical specialists, and schools of commerce and typing. The teaching staff in these schools totalled seventy-three persons.

A detailed programme for the Somali-type primary schools was completed during the year under review.

At the eleventh session of the Council, the special representative of the Administering Authority stated that a maritime and fishing school, a domestic school for girls and an agricultural college would be established during 1952. With the addition of thirty-four new schools, it was expected that there would be over 16,000 pupils enrolled by July 1952. An experimental mobile school for nomads had been organized, using educational films in Somali.

Students

The enrolment of students for the school year 1951-52 was as follows:

A. Elementary schools

Kindergarten, Italian-type	130
Primary schools, Italian-type	354
Primary day schools, Somali-type	4,790
Adult evening courses, Somali-type	5,451
Primary Indian and Pakistani schools	160

TOTAL 10,885

B. Secondary schools

Middle schools, Italian-type	222
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Middle schools, Somali-type	138
Gymnasium, Italian-type	31
Classical Lyceum, Italian-type	20
Scientific Lyceum, Italian-type	55
Teacher-training school	71

TOTAL 537

C. Technical and special schools

Elementary vocational school	53
School for aeronautical specialists	8
School for typists	71
Commercial course	28
School of Political Administration	64

TOTAL 224

The total enrolment of indigenous students in elementary schools increased from 6,604 during the 1950-51 school year to 10,321 during 1951-52.

Teachers

In its annual report for 1951, the Administering Authority stated that the number and quality of Somali teachers was not sufficient in the light of requirements and that for the next few years this would constitute one of the most difficult problems. At the time of writing, a teacher-training programme functioned on the middle school level and it would not be until after the 1952-53 school year, when students began graduating from the middle school, that a teacher-training school at a higher secondary level could be established. During the 1951-52 school year there were forty-three teacher-training students. During the year under review, a three-months' refresher course was given to twenty-eight Somali teachers.

The 1951 Visiting Mission felt that greater emphasis should be given to the training of Somali teachers under the five-year plan, since the effectiveness of the plan rested largely upon its attracting suitable teacher candidates and upon the development of a training plan designed to meet the serious teacher shortage. The Mission observed that until 1956-57 virtually all Somali teachers would have received their training under the one-year interim programme.

Higher education

The annual report for 1951 stated that, with a few rare exceptions, no indigenous persons were at that time prepared to undertake advanced secondary studies. However, the Administering Authority felt that it might be possible for the best students who would graduate from the School of Political Administration in 1953 to attend, at least as auditors, courses in law, economics and political science in universities outside the Territory. Beginning with the school year 1952-53, some thirty students would be sent to Italy to follow secondary and teacher-training courses. Early in 1952, twenty-two students departed for Egypt to undertake studies at El-Azhar University; their expenses were covered by their families and by the Government of Egypt.

Adult and mass education

Thus far, efforts in the field of adult education have been carried out on the primary school level, and 5,451 students attended evening courses for adults during the 1951-52 school year. The Administering

Authority stated that both the attendance and the effort of students was gratifying.

The problem of mass education was not treated in detail in the five-year plan for educational development; it was to be the subject of a separate programme to be developed in collaboration with UNESCO. A radio station began to function during the year under review and the use of documentary and educational films was being studied.

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

General

The representative of China stressed the importance of education in preparing the Territory for independence in eight and a half years. He stated that his delegation awaited the observations of UNESCO on the five-year plan for education, and he expressed the hope that it would be put into effect without delay.

The representative of the Dominican Republic considered that the Administering Authority should take full advantage of the undertaking of UNESCO to study the five-year plan. He hoped that the Administering Authority would make suitable arrangements in order that an expert of UNESCO might assist, on a more or less permanent basis, in the implementation of the plan.

The representative of New Zealand stated that techniques of educating the nomadic population should be considered. Travelling educational vans might well be supplied.

The representative of the United Kingdom stated that until he had had time to scrutinize the final draft of the five-year plan for education he could only say that the task of creating those educational institutions and producing that body of educated Somali opinion required for the establishment of the independent State was one to daunt the most optimistic administrator.

The representative of El Salvador observed that public education presented a serious problem, which the Administering Authority had done everything possible to solve during the short period it had been administering the Territory. However, strong measures should be taken and no effort spared to disseminate education by every possible means throughout the Territory. He suggested that a campaign against illiteracy and dealing with the question of citizenship might give good results.

The representative of France was of the opinion that there had been notable progress both in the degree of instruction and in the ages of the students. The number of schools and pupils had increased and the five-year plan had been drawn up. He also noted with interest the programme of the School of Political Administration.

The representative of France expressed satisfaction that the Administering Authority had not neglected to train a sufficient number of vocational workers and skilled labourers to permit more and more indigenous inhabitants to participate in the economic life of the Territory.

The representative of the Union of Soviet Socialist Republics stated that, on the basis of the report submitted, it was clear that the Administering Authority was not at all interested in the educational advancement of the indigenous population. It was not interested in developing an educated nucleus among the indigenous inhabitants which would be able to participate in the administration of their own country. The appropriations for educational needs in 1950-51 made up only seven-tenths of one per cent of the budget. The appropriations for education in 1951-52 were 500,000 somalos less than the appropriations for the police, and the budget for 1953 provided three times less for education than for the police and the *carabinieri*.

Meanwhile, there was almost complete illiteracy in the Territory. Means for obtaining secondary education were at the very early stages, and higher educational institutions simply did not exist in the Territory. The Visiting Mission had noted that nothing had been done to provide higher education in the Territory. The representative of the USSR pointed out that the situation with regard to education was quite unsatisfactory and that it called for urgent and effective measures. The Trusteeship Council should recommend that the Administering Authority increase considerably the appropriations for education and other cultural needs of the indigenous inhabitants, with a view to providing the indigenous population of the Territory with a proper educational system.

The special representative of the Administering Authority stated that a major part of the success of the experiment in Somaliland depended upon the results obtained in the field of education. The Administration had given particular attention to education and although present enrolments might seem low, two years ago there had been only 2,800 students. Registrations for the next school year, which would start in a few weeks, would reach 17,000. Although a very rapid increase in the number of students might be precluded during the next three or four years by the insufficient number of Somali teachers, efforts would be made during that period for the preparation of a sufficient number of teachers which would permit, during the last four or five years of Italian administration, the multiplication of facilities in order that they might meet the requirements of a good part of the scholastic population of the Territory in 1960.

Language of instruction

The representative of New Zealand stressed the need for transcribing the Somali language. If the Territory was to become an independent country in the period prescribed, there must be a language which could be used by the people in matters of education, communication and politics.

The representative of Belgium observed that the question of the written form of the Somali language was, according to the Administering Authority, the subject of study by a scientific group of high repute. In this connexion, he observed that it was not a problem

of high science but a question of teaching speakers of Somali how to write the language and of adopting a system of writing which people could learn and which would be sufficiently accurate to reproduce the sounds of the language.

The representative of the Union of Soviet Socialist Republics stated that, up to now, the Administering Authority had done nothing to establish a Somali alphabet. Meanwhile, as the Visiting Mission had noted, the prospects for popular education, if that education were not given in the Somali language, were highly discouraging.

The special representative of the Administering Authority stated that steps were being taken to develop a written form of Somali and that every effort would be made to ensure improvement in the teaching of Arabic. He referred to the generous assistance furnished by Egypt in this respect, and stated that requests for Arabic teachers had been addressed to other countries.

Schools

The representative of the Union of Soviet Socialist Republics stated that Italians, who represented a negligible percentage of the total population of the Trust Territory, had far greater opportunities of acquiring a secondary education than the Somalis. According to the data provided in the annual report, there were seven secondary schools for Somalis with fifteen classes, and seven secondary schools for Italians.

Students

The representative of the Union of Soviet Socialist Republics stated that, in the secondary schools for Somalis, there were only 343 students and twenty-three teachers, whereas in the secondary schools for Italians, which were attended only by Italian children, there were 351 students and thirty-one teachers.

Teachers

The representative of the Union of Soviet Socialist Republics stated that many Somali teachers had complained to the Visiting Mission that they were paid much lower salaries than the Italian teachers, and that they had asked for equal pay.

Dissemination of information concerning the United Nations

The representative of China stated that he had been impressed by the very extensive measures taken by the Administering Authority to disseminate information concerning the United Nations, the Trusteeship System and human rights.

The representative of the Dominican Republic stated that he entirely supported the conclusions of the Visiting Mission on this matter. He felt that the Administering Authority should be congratulated for the manner in which it was informing the indigenous population on the Trusteeship System and on the meaning and framework of the United Nations.

Chapter IV

CAMEROONS UNDER BRITISH ADMINISTRATION

1. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

Land and people

The Cameroons under British administration consists of two mountainous strips of land extending along the eastern frontier of Nigeria from Lake Chad to the Atlantic Ocean, which are separated by a gap of some forty-five miles near the Benue River, with no direct connecting road. The total length of the Territory is about 700 miles, its average width is fifty miles, and its total area is 34,081 square miles.

In 1951, the estimated indigenous population was 1,083,000. In the north and central parts of the Territory, some 107,000 non-Moslems, referred to as "pagans", live in unsettled districts having a total area of 1,150 square miles. The administration of these districts does not differ from that of other areas but no persons are permitted to enter an unsettled district except those indigenous to it, public officers and persons authorized to do so. The Administering Authority states that the reason for this is that some of the inhabitants are still prone to indulge in inter-village warfare during the dry season. In order to promote the emergence of the people of the unsettled districts from their isolation, a resettlement scheme near Gwoza, financed from Northern Regional Production Development Board funds, was being proceeded with in 1951.

Frontier questions

The 1949 Visiting Mission heard complaints, in both the Cameroons under British administration and the Cameroons under French administration, against restrictions arising from the existence of the international frontier between the two Trust Territories, as well as requests that the Territories should be unified under one administration. The Council endorsed the Mission's recommendation that the frontier regulations should be eased and simplified as far as possible. The Administering Authority responded that it was fully in sympathy with the Council's view that there should be easy access to the Territory for inhabitants of the Cameroons under French administration and that it would consult with the other Government to that end whenever necessary. There was already a steady coming and going between the southern parts of the two Territories.

At its ninth session, and, after receiving further information, again at its eleventh session, the Council had considered a number of petitions on the subject. An organization founded in 1951, the Kamerun National Congress, having as its main objective the early unifi-

cation of the two Cameroons, had submitted³³⁵ a number of demands as a preliminary to the objective. These included the removal of all existing obstacles to the free movement of persons and goods across the border; revision of the Trusteeship Agreements to provide safeguards to preserve the district political status of the two Cameroons; establishment of free and unfettered liaison between the indigenous peoples of the two Cameroons; creation of a separate House of Assembly for the Cameroons under British administration and of a High Commissioner directly responsible to the Trusteeship Council through the Governor of Nigeria; creation of a separate House of Representatives in the Cameroons under French administration independent of the French National Assembly; and compulsory instruction in French and English in the schools of the two Cameroons.

Both the Administering Authorities concerned submitted observations on these petitions stating, *inter alia*, that few of the inhabitants in either Territory showed enthusiasm for unification. They stated that the frontier regulations had already been liberalized and that further measures were under consideration; that the constitutional changes proposed by the petitioners would prejudice the future of the two Territories after the termination of trusteeship; and that, while it was impracticable to teach both languages in primary schools, French was available as a subject in the secondary schools of the Cameroons under British administration and English in the secondary schools of the Cameroons under French administration.

In a resolution³³⁶ on the petitions, the Trusteeship Council referred to these and other observations by the Administering Authorities, to recommendations of the Council on administrative arrangements, participation in government and in the work of the Council, and to general questions concerning the development of the two Territories. It expressed the hope that the measures being undertaken by the Administering Authorities would eliminate the frontier difficulties.

In other petitions³³⁷ examined by the Council at the eleventh session it was stated that immigrants into the Cameroons under British administration from the Cameroons under French administration suffered from inadequate representation in Native Authority Councils and Courts, from exclusion from political participation and from discrimination in education and in appointments to the public service. As taxpayers, they claimed the right to vote. On behalf of these immigrants, the

³³⁵ T/Pet.4/79, T/Pet.5/105 and Add.1; T/Pet.4/83.

³³⁶ Resolution 621 (XI).

³³⁷ T/Pet.4/70, T/Pet.4/71 and Add.1-5.

French Cameroons Welfare Union requested the Council to conduct a referendum on the abolition of frontier control and the unification of the Cameroons. The Union further stated that, although it was aware of the procedure for acquiring United Kingdom citizenship, immigrants from the French Cameroons did not wish to acquire it, but considered that a status of Cameroons nationality should be recognized and applied equally to persons born in the French and British spheres. With regard to one immigrant who had applied for British naturalization, the petitioners stated that he had done so in order to obtain a government scholarship tenable in the United Kingdom which required that citizenship. They had suggested to the Administration the possibility of having their wishes met by representation in the Central Legislature — under the clause empowering the Governor to appoint six persons to represent special interests or communities not otherwise adequately represented — but no reply had been received. In another petition³³⁸ the Union contended that, as a referendum would show, the people of the Cameroons under British administration were also anxious for unification, and had misgivings that the present political trend might lead to complete integration with Nigeria. The Union's position was supported in a petition³³⁹ from the President of the Kumba Branch of the Union.

Among its observations on these petitions, the Administering Authority explained that the status of British subject or British protected person was a necessary qualification for voting. It was examining the possibility of adjusting the electoral law in order to give the immigrants concerned the right of suffrage, but was doubtful whether the legal obstacles could be overcome. The immigrants otherwise enjoyed full freedom and did not suffer from any discrimination in respect of appointments to the public service and the granting of scholarships. The Administering Authority also mentioned the measures taken to ameliorate frontier difficulties.

In a resolution³⁴⁰ on the petitions, the Council, *inter alia*, drew attention to the observations of the Administering Authority and to the pending visit of a visiting mission, and decided that for the present no recommendation was necessary.

The Administering Authority provided information, as requested by the Council, in the annual report for 1951 to the effect that in the Northern Cameroons there is some influx of casual workers but little permanent immigration to the Adamawa Provinces where no objection is raised to settlement, while in the Dikwa Division it is roughly estimated that about 400 to 500 persons cross the frontier every year, of whom about 65 per cent settle permanently as farmers. About 17,000 persons from the Cameroons under French administration live in the Southern Cameroons at present, most of them in the Cameroons Province. Naturalization, which brings the right to vote, can be applied for after twelve months' residence in Nigeria or the Trust Territory, provided that during four out of the previous seven years the applicant has resided in the United Kingdom or any of its territories. One appli-

cation from a French Cameroonian was under consideration in 1951.

Differences between the north and south

At previous sessions, the Council, noting that the northern provinces of the Trust Territory were notably less developed than the southern, had recommended that the Administering Authority should take measures to develop the northern provinces rapidly.

The Administering Authority stated that, while fully appreciating the desirability of raising the level of development in the north, port, road and river facilities had given the south an economic advantage which had led to greater all-round development than in the north. Acceleration of the rate of progress in the north depended primarily on the establishment of road communications. It drew attention to progress made in this field during 1949 and 1950, and to important developments in the matter of public health, including the beginning of work on the first hospital in the north.

Further developments in those areas were reported for 1951, *inter alia*, plans for the extension of the road south from Bama to link the north and south, the prosperity of farmers in the north, progress in the construction of the hospital at Mubi and the continued expansion of the teachers' training centre there.

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

General considerations

The representative of El Salvador considered the situation of the Territory, outside the fields of communications and education, to be, in general, satisfactory.

The representative of France considered that those responsible for leading the Territory toward the objectives of the Charter had been working in confidence and faith.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was not carrying out the obligations of the Charter and was retarding the progressive development of the Territory towards self-government or independence.

2. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Policy and general

The administration of the Cameroons under British administration is integrated with the administration of the adjoining areas of the Protectorate of Nigeria, sharing a common constitution, common budget and common administrative and technical services. The Administering Authority takes the view that, because of the geographical separation of the Trust Territory into two parts, its difficult terrain, and the wide variety of ethnic and linguistic groups, its administration as a separate unit, distinct from Nigeria, is impracticable. It states that this integration is in accordance with article 5 (a) of the Trusteeship Agreement and with the Nigeria (Constitution) Order in Council, 1951.

The various parts of the Territory fall within the constitutional and administrative structure of Nigeria

³³⁸ T/Pet.4/72.

³³⁹ T/Pet.4/70/Add.1.

³⁴⁰ Resolution 615 (XI).

as a whole. The administrative structure has as its base local indigenous administrations, known as Native Authorities, which are derived from tribal, clan or other customary organizations, and function under the supervision and guidance of administrative officers in the field. Normally, one such administrator, or district officer, is responsible for a division, or a smaller unit known as a district, containing one or more Native Authority areas. The divisions and districts are grouped into provinces, each under a Resident; and the provinces are grouped into three regional organizations (the Eastern, Western and Northern Regions) for the whole of Nigeria, each under a Lieutenant-Governor. At this level there are regional branches of the technical departments of the Nigerian Government, which also have officers functioning in the regions. The regional organizations are responsible to the central Government at Lagos, headed by the Governor as chief administrator and including the heads of the technical departments.

The place of the Cameroons in the structure is not as a single administrative sub-unit of Nigeria but as a number of parts. The southern portion consists of two self-contained provinces, Bamenda and Cameroons, which form part of the wider regional organization known as the Eastern Region of Nigeria. The remainder of the Territory consists of a part of one of the divisions of the Benue Province, two parts of one of the divisions of the Adamawa Province, and a self-contained division of the Bornu Province, all these provinces forming part of the regional organization known as the Northern Region of Nigeria.

In recognition of the special status of the Trust Territory, there is a Commissioner of the Cameroons who is responsible directly to the Governor for trusteeship matters affecting the Territory as a whole, but whose administrative responsibility is confined to the Cameroons and Bamenda provinces in the south (each under a Resident), for which he is answerable to the Lieutenant-Governor of the Eastern Region. The remainder of the Trust Territory falls under the Lieutenant-Governor of the Northern Region.

The indigenous inhabitants are associated with the structure of government at the regional and central as well as at the local levels. Each of the three regions of Nigeria has a Regional Legislature; the Lieutenant-Governor of a Region, with the advice and consent of the Legislative House thereof, may make laws for the Region with respect to a wide number of subjects, and on additional matters provided the power to legislate on such matters has first been delegated by the Central Legislature. As part of two Nigerian regions, the sections of the Trust Territory have representation in the Regional Houses. In the case of the Regional Legislature for the Northern Region, which is a bicameral one, the Territory is represented in the Northern House of Chiefs by the Emir of Dikwa and in the Northern House of Assembly by three elected members, out of a total of ninety. In the Eastern House of Assembly (total of eighty members) the Territory is represented by thirteen elected members, two from each division except Bamenda, which has three.

Each Region also has an Executive Council, which is the principal instrument of policy in and for each Region on matters to which the executive authority of

the Region extends. The Territory is represented in the Regional Executive Council for the East by two members, one of them the Commissioner for the Cameroons and the other a representative from the Eastern House of Assembly. There are no members from the Trust Territory itself on the Northern Regional Executive Council.

The Regional Houses provide from among their members 136 of the representative members of the Central Legislative House, the House of Representatives, which has complete control over expenditure and legislation for the Colony, Protectorate and Trust Territory. In addition to these 136 representative members, there are six *ex-officio* members, not more than six special members (to represent interests or communities not otherwise adequately represented) and a President, at present the Governor. The principal instrument of policy is a Council of Ministers, consisting of six *ex-officio* members and twelve ministers with the Governor as President.

The Cameroons is directly represented in the Central House of Representatives by six members elected from the Eastern House of Assembly (the Constitution guarantees four) and two elected from the Northern House of Assembly. The Trust Territory is represented in the Council of Ministers by a Minister without Portfolio, who is also a member of the Central Legislative House.

Constitutional reform; elections

During the year under review, a new Constitution was brought into force. The Administering Authority points out that the people of the Trust Territory went to the polls for the first time in 1951 to elect members for the Regional Houses of Assembly; also for the first time members of the Regional Houses were elected to the Central House of Representatives. The franchise in both Northern and Eastern Regions is extended to all adult Nigerians who are taxpayers and who either have a residency qualification in the constituency or are natives of it. In the Eastern Region, representatives are elected in primary elections to form an electoral college for the division; this electoral college elects from among its members representatives to the Eastern House of Assembly. In the Northern Region, the constituency is a province and, between the primary electorate and the electoral college of the province, there are not less than two intermediate stages of electoral college.

Regarding the elections to the Northern and Eastern Houses of Assembly, the Administering Authority states that in the Bamenda and Cameroons Provinces the amount of interest shown was disappointing, with few elections contested. In Bornu Province, of which the Dikwa Division of the Trust Territory forms a part, the average poll as a whole was 60 per cent, and in Adamawa Province the people generally took great interest in the primaries.

The Council has in the past taken particular interest in the establishment of democratic reforms designed to give the indigenous inhabitants the right of suffrage and an increasing degree of participation in the executive, legislative and judicial organs of government preparatory to self-government or independence, and has made recommendations to the Administering Authority in this respect.

Having been informed by the Administering Authority of the constitutional reforms to be instituted shortly, the Council, at its ninth session, had expressed the hope that the Administering Authority would make every effort to explain to the inhabitants the procedures and significance of the elections in which they would participate, and that it would take special precautions to ensure that the interests of the Trust Territory were not prejudiced nor submerged by those of Nigeria.

In reply, the Administering Authority stated that the Public Relations Department, Administrative Officers and Native Administration staff conducted a campaign throughout the Territory to familiarize the inhabitants with the procedure of the elections and to explain their significance. The Administering Authority considered that the reforms described above would give the Territory wider representation in the Central and Regional Legislatures than ever before. It pointed out that, in a proportional comparison of population with representation, the Trust Territory, with an adult male population of 5.6 per cent of the total for Nigeria, had a combined representation in the Regional Houses of 14.4 per cent. In the North, the ratio was 3.3 per cent representation to 3.6 per cent population; in the South, 16.2 per cent representation to 10.8 per cent population. The Administering Authority also stated that the establishment of the Cameroons Development Fund has guaranteed to the Territory the retention and use of all revenues from it and that consultation with its elected representatives was developing a reliable means of self-expression.

In connexion with the electoral system, under which the Territory's representatives in the Nigerian Central House of Representatives are to be elected, not by the Southern Cameroons representatives in the Eastern House of Assembly alone but by the House as a whole, the Council, at its ninth session, had requested the Administering Authority to give careful consideration to the need for ensuring that the members of the Central House of Representatives who represented the Territory truly reflected the wishes of the inhabitants.

In reply, the Administering Authority stated that all the six members chosen from the Eastern House of Assembly for the Central Legislature were prominent Cameroonians from the two Southern Cameroons Provinces.

At the eleventh session, the Council adopted the following recommendation:

The Council, noting with interest the inauguration of the new Constitution for Nigeria and the Cameroons, welcomes the benefits which the Constitution makes available to the Trust Territory in the form of representation on the regional and central executive and legislative organs of government, the introduction of modern methods of suffrage, and general experience in democratic methods of government; notes, nevertheless, that indifference towards the first elections on the part of the indigenous inhabitants was observed in some parts of the Territory, and urges the Administering Authority to continue by all practicable means to foster the political education of the inhabitants and encourage them to play their full part in the operation of the new structure of government.

Administrative integration of the Territory with Nigeria

The Trusteeship Council has examined the integration of the Trust Territory with Nigeria as part of its study of the question of administrative union.³⁴¹

Local administration

Within the framework of the administrative structure of Nigeria and the Cameroons as a whole, the administration of the southern part of the Cameroons is headed by the Commissioner of the Cameroons. Under him, there is a Resident for the Cameroons Province and one for the Bamenda Province. The Cameroons Province is divided into three divisions, each administered by a district officer and an assistant district officer; Bamenda, previously administered as a single large division, was also divided into three in 1950, each under a district officer and with one assistant district officer in addition at Bamenda.

Dikwa, one of the three parts into which the northern Cameroons is divided, has the status of an administrative division, with a district officer posted to it; the other two parts belong administratively to divisions with headquarters in Nigeria.

The various parts of the Cameroons receive technical services from the regional branches of the Nigerian Government Departments, which have officers operating in the field from the various regional headquarters. Under the supervision and with the assistance of these officers, responsibilities and functions of purely local government devolve upon the Native Authorities. In the Cameroons, these institutions vary from a few relatively strong hereditary chiefs, with councils of elders and other traditional leaders, in the north and in Bamenda, to a comparatively large number of clan councils in the south. They are given statutory power to make and apply local rules and also, under guidance, to prepare and execute local budgets whose revenues are derived mostly from indigenous taxes and grants from the central Government.

The inadequacy of the Native Authorities of the Nigerian Eastern Region as a whole led a select committee of the regional assembly in 1948 to recommend reforms aimed at replacing the system by one of elected local government councils. Noting these recommendations, the Trusteeship Council, at its sixth session, had recommended that the Administering Authority, in consultation with the inhabitants of the Territory, should introduce basic reforms in the system in order to accelerate the development of local government units along democratic and progressive lines.

In 1950, enabling legislation was passed for establishing councils on more modern lines as a means of giving increased responsibility to the people in their local affairs. The legislation covers the southern Cameroons, but has not yet been applied there; the Administering Authority stated that its success would depend mainly on the emergence in sufficient numbers of a

³⁴¹ The results of the study by the Council of the administrative arrangements between the Cameroons under British administration and Nigeria may be found in the special report of the Council on Administrative Unions affecting Trust Territories, A/2151 (see *Official Records of the General Assembly, Seventh Session, Supplement No. 12*).

responsible and well-informed literate class prepared to devote itself to local public affairs.

On the other hand, the Administering Authority considered that, during 1951, the political developments under the new Constitution were of such importance that such changes in local government as took place could not be compared to them. In Victoria Division of Cameroons Province, no progress was made toward a more virile democratic local government. In Kumba, there was considerable demand for the constituent Native Authorities to become subordinate to a Divisional Native Authority. The four newly-federated Native Authorities in the Bamenda Province began to function in 1949, with new councils including traditional rulers, progressive and educated elements, and women. The Administering Authority stated that, while there have been improvements and a greater willingness to shoulder responsibility, these Native Authorities have not perhaps lived up to the hopes vested in them and that, in particular, the inclusion of women members has not borne fruit, mainly because of their own lack of public spirit.

In the northern areas, the most important Native Authorities are those headed by the paramount chiefs of Adamawa and Dikwa. The 1951 elections aroused the interest of the people in their own local affairs. Local government was discussed in the Adamawa Province by a special committee whose proposals were under discussion by the Adamawa Native Authority; the broadening of the Lamido's council has been under consideration. In Dikwa, the Emir was formally installed in 1951; and two educated men have been appointed to fill vacant district headships. Improvements in the Native Authorities of that Division included the formation of five more district councils, so that all districts now have them, and the appointment of village scribes to improve village administration.

In connexion with the Man-o'-War Bay scheme for training potential leaders, the Council, at its ninth session, had considered that the scheme would promote more rapid progress in local government, and had wished to be informed whether the results achieved would bring about an extension of such training centres. The Administering Authority replied, in its 1951 report, that a promising start had been made and that two successful courses were held during 1951. It was too early to say, however, whether similar training centres would be opened elsewhere.

At its eleventh session, the Council adopted the following conclusion:

The Council, considering that the balanced political development of the population requires that during the consolidation of the new constitutional reforms a comparable advance should take place in the field of local government, and noting that it is the policy of the Administering Authority to bring about the evolution of existing tribal and other local government institutions into more modern and democratic forms, welcomes the steps already taken in this direction and awaits with interest information on additional measures and on the progress of their implementation.

Civil service

Beside the central government staff, each Native Authority has its own technical and administrative

staffs composed entirely of Africans, normally possessing lower qualifications and receiving lower rates of salary than those in the civil service.

It is the declared policy of the Administering Authority to appoint Africans to senior posts in the civil service as quickly as qualified candidates can be found, and to recruit no non-Nigerian for any government post except where no suitable and qualified Nigerian is available. It states, however, that in the Cameroons Africans do not yet fill, and for a considerable time will not be able to fill, the highest administrative and technical posts, for only a few individuals have the necessary educational qualifications. In 1951, as in 1950, there were two indigenous inhabitants of the Territory in the senior branch of the civil service.

At its sixth session, the Council had recommended that the Administering Authority should take all possible steps to increase the number of administrators and technical officers to advise the indigenous inhabitants and train them progressively to assume increasing responsibilities in the Administration. The Administering Authorities had replied that this end was ensured not only by the provision of local administrative and technical staff, but also by the selection of Cameroons inhabitants for scholarships and training schemes, by technical education and by appointments to important positions such as membership in the Cameroons Development Corporation.

At its ninth session, the Council had expressed the hope that an expanding scholarship programme would result in an increasing number of Cameroonians in the senior service. The Administering Authority stated, in the annual report for 1951, that there were thirty-one Cameroonians holding scholarships enabling them to pursue higher education, compared with twenty-one in 1950, and that the expanding scholarship programme would undoubtedly lead to an increase in African senior service appointments.

Political organizations

During 1949-50, there was a noticeable strengthening and mobilization of literate opinion in the southern part of the Territory, a development vital to political and social progress. The main motive force appeared to have come from the leaders of the Cameroons Development Corporation Worker's Union, who in 1949 successfully combined the numerous associations of literate and semi-literate young men into a body called the Cameroons National Federation. The Administering Authority considered that the activities of the Federation promised to be a potent factor in the development of political consciousness.

At its ninth session, the Council had expressed the hope that the Cameroons National Federation and similar organizations would be encouraged to play a constructive role in the political life of all parts of the Territory. The Administering Authority replied that it shared this hope and that no bar whatever was placed on the formation of such organizations.

Judicial organization

Judicial organization in the Territory takes two forms, (1) the Supreme Court and the magistrates' courts, which administer the laws of the Territory and English law, and (2) the indigenous tribunals, forming

the judicial branch of the Native Authorities, which primarily administer local indigenous law and custom and, in practice, handle the great majority of cases involving Africans only.

Administrative officers have access to the indigenous courts and power of review over them. They are often also appointed as magistrates of the second or third grade for areas not readily accessible to professional magistrates.

The Administering Authority reported that the Chairman of the Commission of Enquiry into the working of indigenous courts was not able to visit the Cameroons in 1951, as originally planned. He has recommended, however, that a special commission should investigate the situation there.

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

Constitutional reforms; elections

The representative of New Zealand noted with satisfaction the inauguration of the new Constitution for Nigeria, including the Trust Territory, and that the Cameroons was well represented in the legislative organs of Nigeria. He added that it was fortunate for a territory like the Cameroons to be associated with the progressive developments taking place in Nigeria. He wondered whether the pace of political developments had not out-distanced the capacity of the inhabitants of the Trust Territory to appreciate all the steps that had been taken, as was evidenced by the relative lack of enthusiasm, in the southern section of the Territory, for the new electoral methods. On the other hand, he was pleased to note an awakening of political consciousness in the northern part of the Territory, particularly the interest shown in the elections and the projected readjustment of the Native Administrations. He hoped that the Administering Authority would encourage this new development in the northern section. He felt that the Council should not urge further political progress on the national plane; it seemed necessary at the present stage to have a period of consolidation in which comparable development could take place at local levels.

The representative of Belgium considered that the election of six Cameroonians from the Eastern House of Assembly and two from the Northern House of Assembly to the Central Legislature fully confirmed the reassurances previously given by the Administering Authority in answer to concern expressed regarding the extent to which the Cameroons would be represented in that organ, and noted further that one of the members of the Central Executive Council was a Cameroonian.

The representative of France, noting with interest the important part already being played by Cameroonians in the new legislative and executive organs, considered that they were thus being given excellent opportunities for demonstrating their capacities. Noting the difficulties encountered in the effort to reform local government and to organize the elections, he expressed doubt that the activities of elected representatives in the Assembly were sufficient to promote the spirit of initiative, the lack of which was deplored by the special representative. He considered that all means, and particularly direct and almost daily action by the Admin-

istering Authority, should be employed simultaneously to awaken the understanding of the population. He believed that conferences, such as the one held at Buea in 1952, might be used to put favourable ideas in circulation and develop initiative among the élite.

The representative of China, noting with a certain degree of satisfaction the start made in the operation of the new Nigerian Constitution, considered that, although the actual representation of the Cameroons in the Central Legislature was wider than expected, the extent to which its members would actually be able to protect the interests of the Territory remained to be seen, since they were in the minority. As only eight out of a maximum of 149 members were from the Territory, it was doubtful what influence they could have on the Legislature's deliberations, or how it would be possible for the Administering Authority to ensure that, as the Council had recommended at its ninth session, "the interests of the Trust Territory are not prejudiced nor submerged by those of Nigeria".

The representative of the Dominican Republic considered that the promulgation of the new Constitution was undoubtedly the most important step taken in the Territory during the last few years. However, noting that in some regions there was indifference to the electoral campaign, she considered that the Administering Authority should do its utmost to foster the education of the inhabitants so that they might become familiar with their responsibilities under the new Constitution and thus be better prepared to exercise their rights.

The special representative of the Administering Authority said that the Administration would be impressed by the point of view which had been expressed that the rapid constitutional changes which had just taken place should now be followed by a period of consolidation. A primary objective during this period, however, should be the development of reformed local government. He gave an assurance that the Cameroons' elected representatives seemed perfectly capable of protecting the interests of the Territory and that in any case the Governor of Nigeria possessed reserve powers in this respect, since a treaty obligation was concerned. Note would be taken of the view that much effort was still required to educate the people in the working of the new Constitution.

Administrative integration of the Territory with Nigeria

The representative of China, noting that where reference was made in the annual report to the franchise, the inhabitants of the Cameroons were loosely identified with those of Nigeria as "Nigerians", considered that, although the representative of the United Kingdom had explained that the word was used merely in a geographical sense, the Cameroons was neither geographically nor politically a part of Nigeria. Without wishing to cast reflections on the intentions of the Administering Authority, he considered that this example showed how easy it was under the present close integration to lose sight of the separate identity of the Territory.

The representative of the Union of Soviet Socialist Republics stated that the British authorities had effected the annexation of the Trust Territory by splitting it up and attaching it to various provinces and areas of the British Protectorate of Nigeria. In all respects

the Territory was subordinated to the adjacent British protectorate. The Cameroons had no legislative, administrative, judicial or budgetary autonomy and, according to the special representative, the Administering Authority had no intention of creating in the Territory legislative or other organs of administration not subordinated to similar bodies in the Nigerian Protectorate. The entire authority was vested in the Governor of Nigeria who simultaneously was the Governor of the Cameroons. The Commissioner of the Cameroons was responsible only for that part of the Territory which was administered as part of the southern region of Nigeria. He was subordinate to the Vice-Governor of Nigeria who, in his turn, was subordinate to the Governor. Neither in the legislative nor executive organs of Nigeria, whose authority extended over the Cameroons, was the Trust Territory represented as an entity. The central legislative organ of Nigeria, which was made up of 149 members, contained only eight Africans from the Trust Territory. The Territory had no budget of its own. The highest judicial authority in the Territory was the Supreme Court of Nigeria. The maintenance of public order in the Trust Territory was in the hands of Nigerian police.

The representative of the USSR considered that the unification and subordination of the Trust Territory to the adjacent British Protectorate of Nigeria represented a crude violation of the Charter and of General Assembly resolution 224 (III). In this connexion, he felt that the Trusteeship Council should recommend that the Administering Authority establish in the Trust Territory legislative and administrative organs not subordinate to any organs formed on the basis of a union between the Trust Territory and the neighbouring British Protectorate of Nigeria, and that for this purpose legislative and other measures be adopted to ensure the participation of the indigenous population in the legislative, executive and judicial organs of the Trust Territory.

The special representative of the Administering Authority stated that it had been originally recognized in the Trusteeship Agreement that the two disjointed strips of country comprising the Territory could be effectively administered only in association with the adjoining Protectorate; since then, each successive year had brought new proofs of the abundant advantages, particularly in political education, derived by the Territory from this arrangement. In addition, the status of the Territory had been preserved and the people were using their new experience to deal with their own particular problems. To sever the Territory from Nigeria would be to retard for generations the progress of its people toward the goal set for them in the Charter.

Local administration

The representative of the Union of Soviet Socialist Republics stated that the political situation in the Trust Territory was characterized by a complete lack of rights for the indigenous inhabitants. No organs of self-government based on democratic principles in which the indigenous inhabitants could participate existed in the Territory. As was stated by the 1949 Visiting Mission, no organ of government existed in

the Cameroons above the level of the Native Authorities. For the purpose of administration and taxation, the authorities used the services of the tribal chiefs. It was stated in the report that the underlying principle of the system of direct or per capita taxation had been the recognition and support of traditional Native Authorities. He felt that, in view of the fact that the tribal system which existed in the Trust Territory and was encouraged by the Administering Authority was incompatible with the progressive political development of the population of the Territory towards self-government and independence, the Trusteeship Council should recommend that the Administering Authority take measures to ensure the transition from the tribal system to a system of self-government based on democratic principles.

The special representative of the Administering Authority stated that the proposal that the tribal system in local government should be superseded by democratic organizations contained a generalization which the Council already knew was not applicable to the Territory as a whole. The principal difficulty regarding local government over a large part of the Territory had been the lack of tribal organizations of competent scope for development. When a suitable tribal organization did exist, it would certainly be the aim and practice of the Administration to democratize and modernize it, as was shown by recent measures to that end already noted by the Council; the Administration's methods would in any case be those of evolution, not destruction and revolution.

Civil service

The representative of China, noting with satisfaction the increased number of scholarships for higher education, hoped that by the gradual increase of such scholarships progressively larger numbers of qualified persons would be trained for the senior service of the administration.

The representative of the Union of Soviet Socialist Republics stated that all main posts in the Administration were occupied by British officials. There was only one indigenous inhabitant in the senior service of the administration. The Administering Authority had stated that there was nothing to prevent the indigenous inhabitants from becoming judges, magistrates or lawyers; nevertheless, no lawyers, magistrates or judges were to be found among the indigenous inhabitants in the Trust Territory, and the Administering Authority had not taken steps to train indigenous inhabitants for active participation in the administration thereof.

3. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General situation

Economic policy, the Administering Authority states, aims at raising the general standard of living and encouraging every form of economic development among the indigenous inhabitants who, it is intended, will play an increasing part in directing the course of the economy of the Territory.

To illustrate the application of this policy, the Administering Authority cites the establishment, in

1947, of the Cameroons Development Corporation. It states that, in due course, the operations of the Corporation will be taken over and carried on by the selected representatives of the people themselves. In addition, the operations of the statutory Nigerian Marketing Boards which are responsible for the marketing of cocoa, palm produce, cotton and groundnuts also cover the Cameroons. These Boards have been set up to ensure orderly marketing and stable prices for the produce they handle, and to provide funds for research and development in the producing industry and for the economic benefit of the people in the areas of production.

The great majority of the population, particularly outside the plantation areas in the far south, consists of farmers and herdsmen who are mainly engaged in producing subsistence foodstuffs by generally primitive methods and living at standards that appeared to the 1949 Visiting Mission to be low. The Administering Authority states that the economic prosperity of the Territory depends above all else on the plantation lands, whose output of bananas in particular, and rubber and palm produce as well, forms the principal export from the Cameroons. The increasing revenues from the plantations were the primary reason for the first surplus in the Trust Territory of revenue over expenditure in 1949-50. A surplus also occurred in 1951.

Five British trading companies operate in the Territory; they sell imported goods in bulk to middlemen who act as distributors to petty traders and as agents of the firms in buying produce for export.

Except for palm produce and rubber-processing factories in the plantation areas, and local cottage crafts, there is no industry in the Territory. The Territory has no known mineral resources of economic value. The Administering Authority states that, in general, there are few immediate possibilities for the development of local handicrafts and industries; staff to train the people in improved methods are not available and the potential market is small.

Means by which the Administering Authority has encouraged the indigenous inhabitants to participate in trade include the expansion of co-operative societies. There were thirty-four such societies in 1951 with a total membership of 1,579, of which 1,108 were members of cocoa marketing societies. There were also three unions of marketing societies involving twenty-four societies, and one co-operative village shop was opened at Gwoza in 1951 with a membership of thirty-eight. About 10 per cent of the total cocoa crop was marketed co-operatively during the year. The Administering Authority stated that endeavours to establish village co-operative societies for the benefit of small cocoa farmers aroused little response.

Over half a million cubic feet of timber and firewood were produced from the Territory's forests in 1951, approximately the same amount as in the previous two years but having a higher estimated value because of the new schedule of values for forest produce. A French company fells timber under permit and exports it in log form.

Almost the only natural resource of the Territory is in fact its land, and the Administering Authority emphasizes that the economic foundations of the Cameroons are the plantation operations in the south and

peasant agriculture and cattle raising elsewhere. There is some production for export by indigenous farmers of certain agricultural produce, of which cocoa, palm products and groundnuts are sold through the statutory marketing organizations of Nigeria. Agricultural and animal husbandry services are provided both by the Nigerian technical departments and by the Native Authorities. In the Northern Cameroons there is a staff of trained African agricultural assistants within the Territory. In the Southern Cameroons, which has an agricultural experimental station and five smaller demonstration farms together with experimental cocoa plots and two cinchona plots, and a livestock investigation centre, there were during 1951 a senior agricultural officer and a cocoa survey officer who was stationed at Buea and under whose direction progress has been made in the rehabilitation of abandoned cocoa farms and improvement in the quality of cocoa. Veterinary staff in the Territory included a senior veterinary officer, two veterinary officers and two development officers, all on a part-time basis.

The 1949 Visiting Mission remarked on the generally simple and primitive nature of agricultural methods. The Council, at its sixth session, had noted the efforts of the Administering Authority to introduce modern methods and had urged the rapid development and intensification of this programme.

Modern methods of cultivation, including rotational cropping, the making and use of manure, contour ridging and other soil conservation measures are demonstrated in the Territory. The number of mixed farmers in the northern areas has increased, and the Administering Authority states that the distribution of fertilizers in Dikwa Emirate resulted in a striking increase in yields during 1951. Experimental sowing and transplanting of Virginia tobacco in Dikwa gave promising results. Five loans to farmers were made in 1950; in 1951, there were many applications by farmers of the Southern Cameroons for loans from the Eastern Regional Development Board, but the Administering Authority states that few have been considered worthy of assistance. In 1951, a grant of £165,000 was made for coffee production in Bamenda Province by the Eastern Regional Production Development Board, which makes outright grants, not loans. An application was under consideration by the similar Board for the Northern Region for a grant in connexion with the Gwoza agricultural resettlement scheme, by which sound agricultural principles and production are to be fostered among those pagans who are now resettling in the plains.

In the field of animal husbandry, the Administering Authority states that the centre at Jakiri in Bamenda provides an effective demonstration of improved livestock production in a manner applicable to African-owned herds. While there is no meat shortage in the northern section, the meat supply in the Cameroons Province is not yet satisfactory but the Bakweri people have continued to oppose the use of grassland on the Cameroons Mountain for cattle.

At its ninth session, the Council, while noting the improvement in the economic situation, had drawn attention to the over-dependence on a single crop, and had expressed the hope that the Administering Authority would intensify its efforts to establish a more diversi-

fied economy. In particular, it had recommended that the Administering Authority should explore every possibility of industrial development, encourage the co-operative movements and promote the use of modern scientific methods in agriculture. The Administering Authority replied that it would be a mistaken policy to endanger the banana crop, upon which the Territory's prosperity very largely depends. At the same time, it pointed out that considerable quantities of oil palm produce and rubber were exported from the plantations area and that there was some diversity in the agricultural pattern of the Territory. In the absence of resources in minerals, power, raw material and skilled labour, the possibilities of industrial development in the Territory itself, as opposed to Nigeria, were very remote. Steps taken to encourage the co-operative movement and improve agricultural methods have been described above.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting with satisfaction the continued buoyant economic situation of the Trust Territory and the particularly important contribution made to it by the operations of the Cameroons Development Corporation, draws attention nevertheless to the predominance of banana production in the economy of the Territory, recommends that the Administering Authority continue to give careful attention to the question of the diversification of agricultural production, and invites it to include further information on the matter in its next annual report.

Communications

In 1951, the total mileage of motorable roads in the Territory was 1,470, compared with 1,366 in 1950, 1,347 in 1949 and 1,164 in 1948. Of this 950 miles were all-season roads. Of the roads under construction in 1951, most of the mileage was outside the Trust Territory, although the roads were being constructed to serve the needs of the Cameroons.

The importance to the Territory's economy of more and better roads has been emphasized by the Administering Authorities, the Visiting Mission, the Council and a number of petitioners in the past. At its ninth session, the Council had expressed the hope that continued economic prosperity would enable the Administering Authority, the Visiting Mission, the Council viding a basic network of all-weather roads and, in particular, that no undue delay would attend the construction of the road link between the northern and southern sections.

The Administering Authority replied that it shared the Council's views that the road development programme should progress at the fastest possible pace. Of the programme, which had been made possible by the favourable financial position over the period 1949-51, the first part to be carried out would be the improvement of the Victoria-Bamenda road, the construction of a road into the isolated Tigon-Ndoro-Kentu area (projects which alone would cost some £900,000) and the improvement of the road south from Bama to link north and south. These developments were being made possible not only by an increase in the financial resources of the Territory itself, but also by generous contributions from the Government of Nigeria — exemplified by the

payment into the Cameroons Development Fund of £148,911 derived from the operation of the Likomba plantation by the Custodian of Enemy Property during the war — and by generous assistance from the United Kingdom Government. The United Kingdom Government had already made a special grant of £150,000 for the purpose, and was prepared to consider making a further similar grant later should this prove necessary.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling the emphasis which it has previously placed upon the importance of road communications to the economic development of the Territory, and equally to its social and educational development, notes with satisfaction the further concentration of planning and effort devoted to road construction by the Administering Authority and, in particular, its substantial further allocations of funds for the purpose, including a special allocation by the Nigerian Government of £148,911 and another by the United Kingdom Government of £150,000, and urges it to press forward with its programmes in this field.

Land; Bakweri problem; Cameroons Development Corporation

Of the Territory's 34,081 square miles, some eleven and a half square miles are held by the Government and some 460 square miles by the Cameroons Development Corporation, trading companies, missions and non-indigenous inhabitants. All lands not so held³⁴² are declared to be Native lands, which the Governor is required by law to hold and administer for the use and common benefit of the inhabitants. Missionary societies held some 4,075 acres of land in 1951, an increase of 179 acres over the previous year. In addition, grants of 12,500 acres of Native land for cattle rearing and 1,200 acres for a leper settlement were approved during 1951, to await demarcation and survey. Grants to the Eastern Regional Production Board of 1,200 acres of Native land for coffee growing and 5,600 acres for cattle rearing were also approved.

The Administering Authority states that the grant of a right of occupancy, subject to prescribed conditions and to rental, is now the only method by which non-Natives may acquire a legal interest in land. The greater part of the 460 square miles mentioned above consists, in fact, of land alienated in the Southern Cameroons during the German régime; and, in turn, the greater part of these lands — 395 square miles — have since 1947 been reclassified as Native lands and leased to the Cameroons Development Corporation, which was established as a statutory body to operate and develop them in the interest of the inhabitants of the Territory as a whole. Details of the composition and operation of the Corporation are given below.

The alienation of the lands in the south gave rise to problems which have formed the subject of a number of petitions examined by the Trusteeship Council. The first of these, submitted in 1946 by the Bakweri Land Committee, complained that the alienated lands were taken illegally by the Germans from the Bakweri people; that this situation was perpetuated by the British Administration; and that huge profits were taken out of the

³⁴² The lands leased to the Cameroons Development Corporation are also Native lands.

Territory from the plantations, while the Bakweri people were relegated to poor and difficult land where they suffered from malnutrition and other hardships. A demand was made for the return of the lands to the Bakweri people and for the payment of compensation. In subsequent communications, sent after the Cameroons Development Corporation had been established, the petitioners insisted on their right to ownership of the lands and asked for greater control over the operation of the plantations than that afforded to them through the Corporation.

At its fourth session, the Council had instructed the first Visiting Mission to the Cameroons to make a special study of the problem. In the meantime, the Administering Authority had undertaken an investigation which revealed the extent of the economic and social difficulties of the Bakweri people, and had announced a series of proposals not only to release some 25,000 acres of land from the plantations for the assisted resettlement of the people but also to undertake, in conjunction with the Corporation, a programme of economic and social regeneration of the people.

The 1949 Visiting Mission stated that the decision of the Administering Authority to ensure the development of the plantations in the interests of the people by the establishment of the Corporation was clearly the primary important step which it had taken to repair the damage done to the Territory and its inhabitants by the alienation and exploitation of the past, and was an example of goodwill and a constructive and enlightened land policy. The Mission concurred with the further measures proposed to assist the Bakweri people, drawing particular attention to the importance not only of creating a stable basis for the economic development of the people but also, and perhaps even more urgently, of regenerating and improving their social conditions. The Mission also suggested a number of measures to explain more clearly to the people the significance of the Corporation's establishment and thus accelerate their participation in its operation.

The Council endorsed the conclusions of the Visiting Mission, and, on that basis, adopted a number of recommendations calling, *inter alia*, for special attention to be given to the rehabilitation of the Bakweri by means of special contributions from the Corporation's earnings. It recommended that the Administering Authority's programme for controlled and assisted resettlement should be put into effect as quickly as possible, and expressed the hope that the Bakweri people, who, it recommended, should be the subject of increased efforts to explain that the ex-enemy lands had in fact reverted to the people and that ownership was now vested in them, would co-operate fully in the implementation of these plans.

During 1950, the Administering Authority reported that efforts made to put the plans into effect were impeded by the more reactionary elements of the Native Authorities of the area; that, after a number of discussions, the Bakweri representatives continued to insist that the lands belonged to them; and that they were dissatisfied with that part of the Council's recommendation which declared that the lands had now in fact reverted to the people of the Territory. They made it clear, however, that they did not intend this attitude to mean that they were uninterested in the other develop-

ment and welfare plans. In particular they welcomed the Man-o'-War Bay scheme for training potential leaders in community development, which, the Administering Authority stated, had been pushed forward vigorously on land and in buildings made available by the Corporation.

The Administering Authority stated, in the 1951 annual report, that during 1951 the Bakweri Land Committee continued to refuse to co-operate in the implementation of the resettlement scheme. Fortunately, however, there are now signs of growing interest among other sections of Bakweri opinion and therefore the scheme will be carried out in co-operation with such peoples of the Victoria and Kumba Divisions as are willing to participate.

In a subsequent petition³⁴³ the Bakweri Land Committee rejected the idea that the Bakweri people might have had a change of heart regarding the resettlement scheme, and stated that the execution of the measures in view should be preceded by an unequivocal pronouncement by the Trusteeship Council that the Bakweri people are recognized as the sole legal owners of the plantation lands within their tribal area. They requested the Council to undertake an investigation of the matter by an international judicial body which would accompany the next Visiting Mission to the Territory.

In commenting on the petition, the Administering Authority stated that it appeared that the Bakweri Land Committee could no longer fairly claim to be fully representative of the Bakweri people, that other Bakweri representatives had now approached the Administration with requests for implementation of the plan, and that prospects of progress in the matter were markedly improving.

The special representative of the Administering Authority informed the Council, at its eleventh session, of the formation of the Bakweri Farmers' Union, a co-operative society of some seventy members which was pledged to support the plans for Bakweri resettlement offered by the Administration. The Union had already begun selling to the Cameroons Development Corporation bananas produced by its members. The ultimate objective was the exploitation by Bakweri farmers of lands to be excised from the Corporation's holdings in accordance with the Administration's plans. If the Union were successful, the special representative stated, there was a reasonable prospect of making headway with the schemes for Bakweri rehabilitation.

In a resolution³⁴⁴ on the petition, the Council, *inter alia*, reaffirmed the resolution adopted at its sixth session and urged the petitioners to co-operate with the Administering Authority in the resettlement and rehabilitation schemes.

Petitions by the indigenous inhabitants for the return of alienated lands other than those held by the Corporation had been considered by the Council in the past. Before the Council, at its eleventh session, was a petition³⁴⁵ from the Bamenda Improvement Association alleging that land had been wrongfully taken from the petitioners by the people of Bali. Their suit having been rejected by the Supreme Court, a number of

³⁴³ T/Pet.4/76 and Add.1.

³⁴⁴ Resolution 616 (XI).

³⁴⁵ T/Pet.4/82.

people demonstrated before the judge and the petitioners "declared civil war" against the Balis. The petitioners asserted that the subsequent disorders were due to bad administration, and demanded that periodic reports on the disturbances should be sent to the Governor and the Press of Nigeria.

In its observations on the petition, the Administering Authority stated that since the Balis were in effective occupation of the land when European administration was established, the validity of their title by right of conquest must be recognized. Following the disorders, in which about 5,000 armed persons burned homes and looted crops and property in Bali territory, order was restored without the use of force, and the Governor of Nigeria had appointed a judge of the Supreme Court to conduct an inquiry into the rival claims of the disputants, and to make recommendations concerning the exercise of any powers conferred upon the Governor by the Land and Native Rights Ordinance.

In a resolution³⁴⁶ on the petition, the Council, *inter alia*, requested the Administering Authority to inform it of the results of the inquiry, and considered that pending the outcome thereof no recommendation was necessary.

Another land dispute was referred to in a petition³⁴⁷ from the Bwinda Native Community objecting to the Government's payment of compensation, for land occupied by the United Africa Company, to the Victoria Native Administration rather than to the petitioners themselves. The petitioners requested the Council to intervene with the Administering Authority on their behalf. On being informed by the Administering Authority that a sum equivalent to rent for the land was being paid to the Victoria Native Administration—the nearest and smallest unit of local government in the area—for the benefit of the indigenous population of the area, the Council decided³⁴⁸ that no recommendation was necessary.

Operations of the Corporation

The Cameroons Development Corporation, a statutory organization set up to operate the former German plantation lands as a public enterprise and for the benefit of the people of the Trust Territory, has entered its sixth year of activity.

The principal products of its quarter of a million acres of land, of which some 78,000 have been developed, are bananas, oil palm produce and rubber. Production has shown a steady increase; this is particularly true of bananas, the chief crop. Banana exports have increased from 1,281,330 stems in 1947 to 5,773,208 stems in 1951, and would have reached higher figures in 1950 and 1951 but for serious tornado damage. A large proportion of this production, about two million out of almost five million stems exported in 1950, comes from the largest of the plantations which is operated by a British company under licence from the Corporation. The bananas are sold through a commercial firm to the United Kingdom Ministry of Food at prices which increased from £27 a ton in 1948 to £32 a ton in 1951.

³⁴⁶ Resolution 620 (XI).

³⁴⁷ T/Pet.4/81.

³⁴⁸ Resolution 619 (XI).

In its annual reports, the Corporation has indicated working profits, before taxes, of £178,275 in 1947, £343,397 in 1948, £352,378 in 1949 and £317,426 in 1950. It pays the same rate of income tax (9 shillings in the pound) to the Nigerian Government as do private companies; for this purpose sums have been set aside amounting to £158,000 in 1947, £209,000 in 1948, £260,000 in 1949 (for the 1950-51 assessment) and £280,000 in 1950 (for 1951-52). The actual tax for 1950-51 was £244,130; the excess was written back, as was an excess of about £10,000 for 1949-50. Before taxes, the Corporation also allocated reserves (£100,000 in 1948, £80,000 in 1949, none in 1950, and £230,000 in 1951) for staff welfare, which includes housing, hospital and educational facilities, and for hurricane risks. The accounts for 1951 showed a working profit of £635,000, of which £230,000 was being placed in reserve, £350,000 was set aside for the 1952-53 income tax assessment, and the remaining £55,000 was allocated for expenditure on the Cameroons.

The Corporation is required by law to make its annual declared surplus profits available to the Governor of Nigeria so that he may apply them for the benefit of the inhabitants of the Trust Territory. For this purpose, it allocated £54,352 from its 1948 operations, £22,544 for 1949, and £53,296 for 1950. Of the 1948 allocation, £42,000 went to the Southern Cameroons, most of it for local development schemes and the remainder for reading rooms and scholarships, and £12,352 went to the Northern Cameroons for transport facilities. Of the 1949 surplus, £16,450 went to the Southern Cameroons for medical services and scholarships and £5,000 went to the North for a health centre. The allocation of the balance of the 1949 profits and the allocation of the 1950 profits was under discussion in 1951. The previous profits were allocated after consultation with local development committees.

The special representative of the Administering Authority informed the Council, at its eleventh session, that a representative conference had been held at Buea to decide on the recommendations to be made to the Governor regarding expenditure of the Corporation's profits for 1950. Representatives from both the northern and southern parts of the Cameroons were present, including the Emir of Dikwa, Southern Cameroons members of the Eastern House of Assembly, and others. During two days of discussion, the conference adopted principles of allocation designed to secure equal treatment for all portions of the Territory, and arrived at unanimous recommendations as to projects of social and economic development which the Governor has been asked to approve.

The principal interest of the Trusteeship Council in the operations of the Corporation has centred in the application of the principle that the Corporation should function for the benefit of the Trust Territory. At its fourth session, the Council had devoted attention to the arrangement by which the agreed value of the land, estimated at some £850,000, had been charged against the United Kingdom's share of German reparations and the Corporation required to repay the amount as rental, over a period of thirty-five years, with interest at the rate of 3¼ per cent on outstanding balances.

The 1949 Visiting Mission noted that profits available for the benefit of the Territory would thus be

diminished by the amount of the rental, which was expected to be fixed at £40,000 a year. The Council recommended that the Administering Authority should consider the possibility of shortening the period which must elapse before the indigenous inhabitants would achieve full benefit from the Corporation's earnings. The Administering Authority responded by stating that any reduction of the period of repayment of the purchase price would lay an unnecessary burden on the present generation and would reduce the immediate benefits to be derived by the indigenous population.

At its sixth session, the Council had suggested that the Administering Authority should review the tax position of the Corporation with a view to increasing that proportion of the profits available for the direct benefit of the Territory. The Administering Authority stated that the Corporation's tax payments were largely responsible for the recent improved financial position of the Territory, for whose direct benefit the payments were spent as well as any surplus profits of the Corporation.

Since 1950, the Corporation has consisted of nine members, three of whom are African inhabitants of the Territory. It provides or finances scholarships for higher and technical education of Africans and also courses of training for its own employees. The first Cameroonian to be appointed to the senior service of the Corporation's staff took up his appointment in December 1951. The intermediate service, instituted to encourage Cameroonian participation, increased from eight to thirty-four in 1950.

At its sixth session, the Council had expressed the hope that, in order to enable the Corporation management to be in closer contact with the indigenous inhabitants, a committee similar to those local development committees established to make recommendations on the distribution of the Corporation's profits, would be set up at a higher level as soon as possible. The Administering Authority noted that a standing consultation committee, representing the Corporation and its workers, had been established to consider and make recommendations on labour problems.

At its ninth session, the Council had noted with approval the appointment of the three Africans to membership in the Corporation, and had expressed the hope that the Administering Authority would progressively increase indigenous participation in the Corporation as well as in other economic bodies. The Administering Authority pointed out that the number of indigenous inhabitants of the Territory with the necessary qualifications for membership in the Corporation was very limited, and that its operations were of such vital importance to the Territory that the appointment of persons lacking them was obviously ruled out. The Council had also approved the policy of the Administering Authority to elaborate projects of expenditure of the Corporation's profits in full consultation with local development committees, and it had urged the extended use of such committees in the hope that the implementation of development projects would go forward at an accelerated rate. The Administering Authority replied that the Southern Cameroons Development Committees produced an abundance of suggestions, many of which were being implemented while others

awaited decision; and that consultation with the public had also been extended to the northern Cameroons.

At its eleventh session, the Council adopted the following recommendations:

The Council, noting the continuing contribution of the Cameroons Development Corporation to the economic, social and educational development of the Trust Territory both through its own operations and through the allocation of its surplus profits for the benefit of the Territory as a whole, welcomes in particular the inauguration of a representative territorial conference as a means of determining the application of these profits to public projects, and expresses the hope that consultations of this kind will be continued and the scope of discussion broadened as and when appropriate.

The Council, recalling that it is the intention of the Administering Authority eventually to transfer the management and control of the Corporation to the indigenous inhabitants, and recognizing that too drastic a change from the present system of management might impair both the efficiency of the Corporation and its economic importance to the Territory, recommends that indigenous inhabitants continue to be brought into posts of responsibility with the Corporation as rapidly as they are equipped to do so; in this connexion, it suggests that the excellent scholarship programme established by the Corporation be directed as far as may be practicable towards training in business and technical methods appropriate to the management of the Corporation.

Forest reserves

The greatest areas of forest are in the southern part of the Territory. About 13 per cent of the land has so far been constituted and managed as Native Administration forest reserves.

At its sixth session, the Council had recognized that it was the duty of the Administering Authority to protect the forest resources of the Territory and, approving the steps already taken in this direction, had recommended that the Administering Authority undertake more energetic measures. The Administering Authority stated that it was prepared to take any necessary compulsory measures if present attempts at persuasion of the Native Authorities to establish reserves themselves were unsuccessful.

In its annual report for 1951, the Administering Authority further stated that, in view of the opposition encountered, it had been suggested it would be morally incumbent upon the Administration to invoke the Governor's powers to constitute forest reserves if other methods do not provide an adequate protected forest estate.

Public finance; taxation

The Administering Authority reported that the years 1949, 1950 and 1951 were notable for a continuing improvement in the financial situation of the Cameroons, with a surplus of revenue over expenditure occurring in both of the latter years.

No separate budget is prepared for the Cameroons, and figures of public revenue and expenditure accruing and incurred there are included in the regional and central budgets of Nigeria as a whole. However, tables

of Cameroons revenue and expenditure are prepared for the Territory and included in the annual reports. The estimated financial position of the Cameroons during the five years under trusteeship is summarized as follows:

Year	Revenue £	Expenditure £	Deficit £
1946-47	241,000	471,000	230,000
1947-48	301,000	541,000	240,000
1948-49	519,000	647,000	128,000
			Surplus
1949-50	1,106,000	880,000	226,000
1950-51	1,202,000	998,000	204,000

The principal items of revenue are direct and indirect taxes, which made up 85.7 per cent of the total in 1950-51. Direct taxes alone provided 64.9 per cent of the revenue, the largest single item being income tax paid by companies and the Cameroons Development Corporation. Individual income tax, which applies to persons not subject to indigenous taxes, and indigenous tax revenue, the greater part of which is retained by the Native Authorities, accounted for a very small proportion of the total revenue. The rate of the indigenous taxes varies considerably from area to area; in some cases it is levied as a flat-rate tax and in others it is assessed on the ascertainable annual income of communities or individuals.

The Administering Authority stated that the improvement in 1949-51 was almost entirely due to the increasing prosperity of the plantations of the Cameroons Development Corporation and the Likomba plantation operated by a commercial company, Elders and Fyffes, Ltd. Revenue of a public nature from the plantations consists of company tax, income tax, customs duties and export duties paid to the Nigerian Government and the profits declared surplus by the Cameroons Development Corporation. Estimates of the proportion of Nigerian income tax revenue earned in the Cameroons show that companies and the Corporation paid £750,000 for 1950-51, as compared with £656,000 for 1949-50; in addition, customs duties were paid amounting to an estimated £229,000 in 1950-51.

The Nigerian Government decided that the whole of the present surplus and any future surplus should be paid into a Cameroons Development Fund to be spent entirely on the service and development of the Territory. The fund is administered by the Governor, with the advice of the Commissioner of the Cameroons, in consultation with the regional authorities and after discussion with the representatives of the people of the Territory. The Fund was established in March 1951 with an initial contribution of £350,000. Further sums of £204,000 and £148,911 have since been paid into the Fund. The first was in respect of the 1950-51 Cameroons surplus and the second was a payment by the Nigerian Government in respect of profits derived from Likomba Plantation when that plantation was administered by the Custodian of Enemy Property. Provision for a further sum to be paid into the Fund in respect of the anticipated Cameroons surplus for 1951-52 has been made in the Nigerian 1952-53 estimates, but the actual amount to be paid will not be determined until the extent of the surplus itself is known. The Administering Authority stated that it is intended that further contributions will be made in

future years when estimated Cameroons revenue exceeds estimated Cameroons expenditure.

The Cameroons also benefits from expenditure under the ten-year development plan for Nigeria, which was adopted in its original form in 1946 when it was estimated to cost over £55 million, with the Trust Territory's share estimated at some £1,500,000. The plan has been recast and revised on a five-year basis, with the balance of the fund standing at some £34 million on 31 March 1951. Projects which will be specifically undertaken in the Cameroons during the financial years 1951-52 and 1952-53 amount to £380,392, of which £39,060 will be spent in the Northern Cameroons.

Other sources of development revenue for the Cameroons are the surplus profits of the Cameroons Development Corporation and grants made by the Nigeria Cocoa Marketing Board, the Oil Palm Produce Marketing Board and the Northern and Eastern Production Development Boards. Under the new Constitution, the various Regions of Nigeria, including areas of the Trust Territory, will have, for the first time, their own sources of revenue and will arrange their own expenditure under their own laws instead of merely disbursing moneys voted to them by the Government of Nigeria. Development projects in the Territory will thus be undertaken by the Eastern and Northern Regional Production Development Boards which cover the Southern and Northern Cameroons respectively. These boards have assumed responsibility for commitments entered into by the marketing boards, which no longer administer development projects directly but make grants to the appropriate Regional Production Development Board. The Administering Authority stated that the Boards have strong African representation and that one of the nine members of the Eastern Board comes from the Cameroons.

Besides expenditure from these sources, the Native Authorities functioning in and in respect of the Cameroons have their own budgets, with revenues (estimated to total £282,600 in 1951-52) derived mostly from indigenous taxes, and expenditures (estimated at £260,100 in 1951-52) devoted to local works and services. At its sixth session, the Trusteeship Council had recommended that the Administering Authority, in examining the budgets of the Native Authorities in the Northern Cameroons, should keep in mind the desirability of maintaining a proper balance between the cost of administration and expenditure on social and other essential services. The Administering Authority stated that it kept this constantly in mind.

Estimated budget figures for the year 1951-52 show the largest single item of expenditure to be, as in previous years, administration; amounting to £36,000 for the Territory as a whole, it varied from £4,900 in the southernmost Authorities to £10,200 and £15,200 in those of the north.

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

General situation

The representative of New Zealand stated that the buoyant economic situation in the Territory was largely due to the high prices being paid for export crops

and to the efficient management of the Cameroons Development Corporation.

The representative of Belgium considered that further information might be provided in the next annual report on the policy of the Administering Authority regarding the selection of cocoa plants, and the advice given to planters to improve the older plantations.

The representative of China noted with satisfaction the general prosperity of the Territory during the year under review, as a result of the high prices obtained for primary produce. He noted with interest the steps taken to diversify production without endangering the predominant position of bananas, the chief cash crop. Noting the statement by the special representative that no Cameroonians had been appointed to any of the Marketing Boards because the Territory's production represented only a negligible percentage of the total handled by the Boards, he expressed confidence that, as the Cameroonian share of the products in question reached a given ratio, the question of representation would be considered.

The representative of the Dominican Republic noted with satisfaction the efforts made in the economic field by the Administering Authority, but stressed the importance of vesting financial authority in the Territory itself, particularly through participation of the indigenous inhabitants in the Cameroons Development Corporation and the Marketing Boards.

The representative of France noted that the special representative had made prudent reservations regarding the future economic position of the Territory as related to the operations of the Cameroons Development Corporation, but considered that the economic bases of the Territory were sound, thus enabling the Administration to proceed boldly with its development plans.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was not concerned with the economic development of the Trust Territory in the interest of the indigenous inhabitants. A dominating position in the economy of the Territory was held by the Cameroons Development Corporation, a government corporation, and by the company known as Elders and Fyffes, Ltd. In order to create a large plantation economy with a production destined exclusively for export, the Administering Authority had carried out a large-scale alienation of the best lands from the indigenous inhabitants. The export of goods from the Territory was carried out by several government organizations which monopolized the marketing of cocoa, palm, oil, groundnuts, etc. The indigenous inhabitants had no representation in these organizations. The banana, rubber, palm oil and other plantations of the Cameroons Development Corporation played the principal role in the economy of the Territory and occupied the most fertile lands.

Communications

The representative of New Zealand felt that the Council might wish to encourage the Administering Authority to continue with the development of communications of all kinds, particularly air communications, throughout the Territory.

The representative of El Salvador, noting the great importance to the Territory of the development of communications, urged the Administering Authority

to redouble its efforts in this field, utilizing the assistance available from specialized agencies.

The representative of France agreed that the road programme was important for all aspects of the Territory's development. It was not, however, the only condition for economic progress; the inhabitants' interest in a creative programme of development must also be stimulated.

Land; Bakweri problem; Cameroons Development Corporation

The representative of the United States of America expressed satisfaction at the plan of the Administering Authority to settle a part of the Bakweri people on the 25,000 acres of land excised from the Cameroons Development Corporation lands and to provide facilities for their educational, social and agricultural development, such as the Man-o'-War Bay Scheme. He was concerned, however, that the Bakweri Land Committee continued to oppose this resettlement scheme, and he urged the Administering Authority to make every effort through patient consultation to secure acceptance of the plan. He assumed that this plan would continue to be presented on a voluntary basis.

The representative of China noted with satisfaction that the Bakweri resettlement scheme had received the support of the more advanced Bakweri people, and that the Administration had decided to press on with it.

The representative of France, noting the beginning of favourable developments towards the solution of the Bakweri problem, expressed interest in the measures taken in basic education, particularly as regards the women of the tribe whose co-operation was essential for any true progress.

The representative of the Union of Soviet Socialist Republics stated that the most fertile lands, taken from indigenous inhabitants by the German colonizers, had not been returned to them by the Administering Authority. The Visiting Mission of 1949 noted that alienation of large areas of land now held by the Cameroons Development Corporation and, to a lesser extent by private companies and religious missions, had brought in its train a land problem with important economic and social implications for a number of indigenous tribes living in the immediate neighbourhood of the plantations. According to the official data, the Government and various private companies and individual Europeans owned at present 462 square miles of lands which had been alienated from the indigenous inhabitants (see page 83 of the Administering Authority's report). This showed that the Administering Authority continued to carry out alienation of lands from the indigenous inhabitants. In 1951, the Administering Authority had decided to carry out the alienation of a further 20,500 acres. Under the pretext of creating the so-called forest reserves, the Administering Authority had alienated 2,164 square miles of land.

The Bakweri tribe and smaller tribes had been deprived of the most fertile lands and were doomed to extinction. The Visiting Mission of 1949 had noted the grave economic and social degeneration that had taken place among the Bakweri and other communities living within the plantation areas. In its recent petitions the representatives of the Bakweri tribe³⁴⁹

³⁴⁹ T/Pet.4/76 and Add.1.

had requested again that the Administering Authority should recognize the tribe as the legal owner of the lands which had been alienated from it. They also stated that, as a result of the poverty of the Bakweri peoples, they were not in a position to defend their case in the courts.³⁵⁰ The Trusteeship Council should recommend that the Administering Authority return to the indigenous population the lands alienated from it in one way or another and not allow in the future the alienation of lands belonging to the indigenous population.

The special representative of the Administering Authority stated that, with regard to the proposal that all alienated lands should be restored and no further alienation permitted, the amount of land in the hands of commercial concerns was only 0.17 per cent of the total area of the Territory and its development was of the greatest value to the neighbouring area and to general prosperity. Furthermore, nearly all lands described officially as alienated were in fact lands being developed under public management, or occupied by Government or missionary societies for administrative, social or educational purposes. He believed that the Council would not hesitate to decide that the proposal that these lands, now beneficially occupied in the public interest, should be surrendered was senseless, as nothing would more effectually destroy most of the progress made to date or prevent future progress. He also stated that the Council would be kept fully informed of developments in the Bakweri resettlement scheme.

Operation of the Corporation

The representative of New Zealand stated that the Council should be reluctant to hasten any change in the efficient management of the Corporation. Although it was desirable to extend the scope of the influence and interests of the indigenous inhabitants in the Corporation, a radical change might be fatal to the prosperity of the Corporation and, therefore, to the prosperity of the inhabitants as well. He commended the efforts made both by the Government and the Corporation to improve and diversify the primary products of the Territory. He also welcomed the institution of the Representative Conference at Buea to decide upon recommendations to be made to the Governor on the expenditure in the Territory of the 1950 profits of the Corporation. This discussion of common interests by African representatives and officials of the Territory could do much to alleviate the differences that existed between the northern and southern sections. He hoped that these consultations would be continued and the scope of discussion broadened as might be appropriate in accordance with the success achieved by these conferences.

The representative of Belgium expressed confidence that the 1952 Visiting Mission would take advantage of its opportunity to study on the spot the operation of the Cameroons Development Corporation, and that the Mission would take interest in the indigenous and European peoples who had contributed to its activities, since behind its important financial aspect was the basic human factor. He considered that the Corporation's operations had repercussions extending to all

fields, and was sure that the Council would continue to follow the experiment very closely. Noting the warning of the special representative against premature optimism concerning the regularity of its profits, he nevertheless considered that its administration and the spirit governing it were more important than the annual financial results.

Public finance; taxation

The representative of the Union of Soviet Socialist Republics stated that, as had been stated in the Visiting Mission's report of 1949, no separate budget was prepared, nor were separate public accounts normally kept, for the Trust Territory. The government revenues accruing there were included without distinction in the budgets of Nigeria as a whole, and expenditures were allocated to it not on the basis of its over-all needs but on the basis of the needs of the various Nigerian regions with which the Trust Territory was administratively integrated. He further pointed out that a head tax still existed in the Territory, and that it did not take into consideration property qualifications and the ability of the indigenous inhabitants to pay. He felt that the Trusteeship Council should recommend that the Administering Authority take steps to replace the head tax by a progressive income tax system or, at least, by a system of income tax taking due account of the property status and the taxable capacity of the population.

The special representative of the Administering Authority stated that it was the Administration's policy, already effective in more than half the Territory, to develop the present tax system into one of graduated taxation of income, having the necessary regard to the social conditions existing in the various areas.

4. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General situation

The Administering Authority states that most of the activities of the Government, Native Authorities and missions are directly concerned with the improvement of social welfare in its wider sense. It emphasizes the interrelationship of political, economic and educational measures with progress in the social field. In a more specific sense, the Administering Authority states that the aim of social welfare measures in the Trust Territory is to improve the living conditions, health and education of the people. It interprets social security and welfare to mean special care for such classes as the aged, destitute, orphaned, defective, handicapped and delinquent, which it considers to be the responsibility of their families and relatives. As there are no large concentrations of urban population, a sense of communal obligation in these matters still holds good, and therefore no services are provided or contemplated with respect to such schemes as widows' and old-age pensions.

Status of women

Some of the women in the Territory have positions in government or business; in the Bamenda Province

³⁵⁰ T/PV.446, pages 31 and 32.

women have been elected to the new Federal Councils and the Administering Authority states that the majority of Native courts have at least one woman sitting on the bench. In 1951 there were two women from the Cameroons receiving higher training in the United Kingdom. Domestic science centres have been established in the Southern Cameroons and the Bamenda Women's Institute continued to flourish.

At its eleventh session, the Council adopted the following recommendations:

The Council, noting the attention given to the problem of improving the status of women and the steps taken to this end, such as the establishment of domestic science centres, special health work among women and the appointment of women education officers, recommends that the Administering Authority continue its efforts to improve the status of women and requests it to provide further information in the next annual report on the measures undertaken.

The Council, noting the continued existence of child marriage, recommends that the Administering Authority continue to urge its progressive abolition.

Freedom of the Press

The Trusteeship Council had raised in the past a question concerning the financial responsibilities of newspapers, of which none are yet published in the Territory. The Nigerian Newspaper Ordinance requires the signing of a bond in the sum of £250 by the proprietor, printer and publisher as an assurance that any claim for libel will be met; at its sixth session, the Council had recommended that the Administering Authority should ensure that the requirement did not operate as a restraint upon freedom of the Press, and that it should bear in mind the desirability of modifying the provision as soon as practicable. The Administering Authority stated that it considered it undesirable to modify the provision, since it was designed simply as a minimum protection which must be afforded to the public, and did not restrict the freedom of the Press in any way. A new weekly newspaper, *The Eastern Outlook and Cameroons Star*, made its first appearance during 1951; it has correspondents in the Southern Provinces of the Cameroons, and its editorial staff includes a young man of Bakweri origin.

Medical and health services

The medical services available in the Cameroons are provided by four agencies: the Medical Department of the Nigerian Government, the Native Authorities, the religious missions and the Cameroons Development Corporation.

In 1951 there were fifteen doctors in the Territory, eighteen nursing sisters and fifty African qualified nurses; the total personnel was 423 as compared with 396 in 1950. The Cameroons Development Corporation staff includes six doctors and ten European nursing sisters. The Administering Authority points out that these figures do not give an altogether true picture, since some of the Nigerian medical staff working outside the Territory give part of their services to it.

In the Northern Cameroons, there is no hospital in the Dikwa Emirate; the nearest is forty miles away but the area is served internally by seven dispensaries, a mission dispensary and one mission leprosy treat-

ment centre. A medical officer is being stationed at Bama and a hospital out-patients block constructed there with an allocation from Cameroons Development Corporation profits. There is no hospital in the Adamawa part of the Territory, but a new forty-eight bed institution is being built at Mubi. In the meantime, the nearest hospitals include a government hospital at Yola in Nigeria, 127 miles from Mubi and sixty-two miles from the nearest place of importance in the southern Adamawa part of the Cameroons; an ambulance service is provided to and from it, and about 10 per cent of its admissions were from the Trust Territory in 1951. There is also a mission hospital near the Cameroons border which drew about half of its patients from the Trust Territory in 1951. Within the Adamawa areas there are also six Native Authority dispensaries and one mission dispensary. There is no accessible hospital near the small and remote Benue area of the Territory, where medical facilities include one mission dispensary.

In the Cameroons and Bamenda Provinces of the south, there is one mission hospital and seven government hospitals, the one at Victoria being, according to the Administering Authority, one of the largest (140 beds) and best-equipped in Nigeria as well as in the Trust Territory. The Cameroons Development Corporation has one main hospital at Tiko which is being expanded to provide 260 beds, and four others. The Native Authorities have twenty dispensaries in the two Provinces and the Corporation has thirty. A medical field unit also operates here, and a loiasis research project has been in progress.

At its previous sessions, the Council had noted with concern that medical personnel and facilities were inadequate for a reasonable programme of medical and health care, and had recommended that the Administering Authority should take steps necessary to meet the needs and to increase the budgetary appropriations for them. The 1949 Visiting Mission also received a number of complaints about inadequate facilities, and several petitions requesting improvements have been received by the Council in the past. The Administering Authority responded by stating that the medical and health services had been expanded considerably in 1950; that progress with the Mubi hospital had been blocked because of water supply difficulties; that estimated government and Native Authorities' expenditure on the services had increased — the former from £30,000 in 1946-47 to £52,000 in 1949-50 — and that the Cameroons Development Corporation had spent some £46,000 in 1950 on medical services. Government expenditure on medical services in 1950-51 was approximately £82,300, including expenditure under the Development and Welfare Plan.

At its ninth session, the Council had recommended that the Administering Authority should make a sustained effort to improve medical and public health facilities, particularly in the north, by such means as providing more mobile medical units and local dispensaries, and training more African medical assistants.

The Administering Authority replied that it shared the Council's desire to see an improvement of facilities in the Northern Cameroons. Progress was made during 1951 in the construction of the Mubi hospital; the mobile field units were active and plans for the early

building of the new Medical Assistants' Training School at Kano in Nigeria would, the Administering Authority anticipated, make possible the training of more African medical assistants from the northern section.

At its eleventh session, the Council adopted the following recommendations:

The Council urges the Administering Authority to press forward with its efforts to expand medical and health facilities in the Territory, particularly the services in the northern area, and the steps being taken to modernize the treatment of leprosy.

The Council, noting the lack of adequate information as to the incidence and causes of infant mortality in the Territory, and recognising the difficulties involved in obtaining such information, requests the Administering Authority to include in future annual reports as precise as possible an analysis of this aspect of public health.

Nutrition

The surveys of the various medical field units have revealed that some degree of malnutrition is prevalent in most parts of the Territory. At its seventh session, the Council had invited the Administering Authorities to explore the possibility of utilizing and expanding the latest scientific methods in the improvement of nutritional standards.

The Administering Authority stated that it was fully in sympathy with this recommendation and was considering what further steps could be taken. Measures already taken included loans to enable farmers to grow more food; the provision of essential foods by the Cameroons Development Corporation to its workers at cost price or below; provision of information on a balanced diet in schools, teachers' training centres and domestic science centres; school vegetable gardens; and the improvement of communications to allow better distribution of meat and other foods.

Standards of living; labour; wage rates

Living standards in the Cameroons appeared to the 1949 Visiting Mission on the whole to be low, commensurate with the general level of economic development. The Administering Authority stated that it could be safely assumed that the standard of living in the plantations area had improved considerably as a result of wage increases and the establishment of plantation shops. No regular or territory-wide studies of either standards or costs of living are made; and, to a recommendation of the Council that cost-of-living studies should be undertaken as soon as possible, the Administering Authority responded that, while agreeing with the need for such studies, it could make no promise to carry them out in the immediate future in view of shortages of funds and staff. During 1951, an investigation was undertaken to determine Nigeria's national income and one of the officers engaged in the inquiry visited the Territory during the year.

The only large wage-labour force in the Cameroons is in the southern part, particularly in the plantations area. In 1951, out of a total of some 34,600 wage-earners, some 25,000 were employed in agriculture, mostly on the plantations. Most of the latter belonged to the Cameroons Development Corporation Workers' Union and to the Elder and Fyffes Workers' Union, with respective memberships of 17,000 and 3,000;

smaller numbers of wage-earners belonged to unions of transport and public service workers. The third most important union in the Territory ceased to function after the calling-off of the general strike, in December 1950, of mercantile workers.

There were in 1951 four disputes involving stoppage of work during the year, with a resultant loss of 4,056 man-days, compared with six disputes with a loss of 14,226 man-days in 1950. Three of these were by Corporation workers; the most serious involved 700 workers and concerned a request for a change of work-hours and the reinstatement of five dismissed workers, which was granted; there was another stoppage, lasting twenty-six days, caused by protest against an allegedly excessive task, and a third, concerning wages, involved eighteen men. Wage increases, which had been the major issue in the 1950 disputes, were demanded in another dispute where work was resumed after intervention.

The Administering Authority states that the consultative committees which have been set up in many of the large labour employing undertakings in the Territory have provided a channel for obtaining improvements in working conditions. These committees are one solution to the need for labour union leadership, a problem to which the Administering Authority has called attention.

At previous sessions, the Council had recommended that the Administering Authority should establish wages at a level which would raise the standard of living of the indigenous inhabitants. At its sixth session, the Council had endorsed a conclusion of the Visiting Mission that wage rates in the Territory were low in comparison with the cost of consumer goods, and recommended that the Administering Authority should adopt measures to ensure that essential consumer goods should be made available at prices within the range of the average wage-earner.

The Administering Authority replied by drawing attention to the successive increases in wages and to welfare measures taken by the Cameroons Development Corporation, which had helped to raise the plantation workers' standard of living. Elsewhere in the Territory a rise in the standard of living must depend largely on the efforts to improve peasant production and communications, enabling produce to be brought more quickly and cheaply to market.

At its ninth session, the Council had hoped that it would be possible, particularly by increasing the productivity of the worker, to continue to increase real wages and to raise the standard of living in the Territory. The Council had also hoped that the influence of the leadership of the Cameroons Development Corporation Workers' Union would be increasingly extended to other labour unions.

The Administering Authority reported that labour relations continued satisfactorily during the year under review. The sharp rise in prices for agricultural commodities generally had helped to increase the prosperity of farmers, but a rise in productivity was bound to be a slow process.

Corporal punishment; deportation

Fines and imprisonment are the usual forms of legal punishment in the Cameroons, but penalties of whipping

may be imposed by the Supreme Court and the magistrates' courts for certain serious crimes such as rape and robbery with violence. Any male person under 17 years of age may also be whipped at the discretion of the Court. The annual reports record twenty-five adult and eleven juvenile cases of corporal punishment in 1950, and one adult case and seventeen juvenile cases in 1951. All these sentences were passed by the magistrates' courts in the Cameroons and Bamenda Provinces.

Whipping may also be imposed by the Native courts in criminal cases, and in the Moslem courts in the northern areas corporal punishment of a purely formal nature may be imposed for homicide in certain circumstances, fornication and drinking wine. There were seventy-one Native court sentences during 1951, as compared with sixty in 1950; of those sentences, sixty-five were passed on juveniles.

On several occasions, both the General Assembly and the Trusteeship Council have recommended that the Administering Authority should immediately abolish the practice of corporal punishment.

The Administering Authority states that the main difficulties in the way of implementing its policy of abolition at the earliest possible date are: (a) in many areas local public opinion would not as yet tolerate any practical alternative penalty for certain offences and there would be a real danger of the public taking the law into its own hands if corporal punishment were entirely abolished; (b) although fines or imprisonment might be accepted as substitute penalties for adults for other offences, there were not yet any satisfactory alternative penalties for juveniles; imprisonment might have a deleterious effect on a young person's character and it was not practicable to provide a probation service for scattered populations. Nevertheless, the Administering Authority states, certain steps are being taken to limit still further the offences for which corporal punishment may be inflicted; these include legislation which will be introduced to repeal the provisions allowing corporal punishment to be substituted in certain cases for imprisonment, restriction of Native court sentences of corporal punishment, and gradual abolition of the Native courts' power to award corporal punishment to adults in the Eastern Region of Nigeria, which includes the Southern Cameroons.

At its sixth session, the General Assembly adopted a resolution³⁵¹ in which it noted that measures had been taken by Administering Authorities to reduce the number of offences for which corporal punishment could be awarded, but was nevertheless of the opinion that the arguments presented to explain why the penalty had not disappeared should not prevent its being completely abolished. It urged that corporal punishment should be completely abolished as a disciplinary punishment in all prisons where it still existed, recommended that Administering Authorities should enforce immediately legislation with a view to replacing corporal punishment in all cases by methods of modern penology and, repeating its previous recommendations, urged the Administering Authorities concerned to comply with them without delay.

The Administering Authority replied in the 1951 annual report that it would continue to work toward

the complete abolition of corporal punishment, although the achievement of this aim remained dependent upon the preparedness of African public opinion and the existence of alternative penalties.

Deportation may also be imposed as a penalty in certain circumstances. The Administering Authority explains that "deportation" means, in the case of an indigenous inhabitant, deportation from the place where the offence occurred, or where the proceedings were heard, to any other place in Nigeria or the Trust Territory.

At its fourth session, the Council had recommended to the Administering Authority that the deportation of indigenous inhabitants from the Territory should be abolished. The Administering Authority replied that there was no deportation of indigenous inhabitants from within Nigeria and the Cameroons.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting the recent action of the Administering Authority to limit the award of corporal punishment and to remove from the Native courts the power to award this punishment to adults in the Southern Cameroons, again draws the attention of the Administering Authority to the previous recommendations of the Council and the General Assembly on this subject, and in particular resolution 562 (VI) of the latter organ, and urges the Administering Authority to make every effort to bring about the complete abolition of corporal punishment.

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

Status of women

The representative of the Dominican Republic, noting that the present status of women in the Territory was very low, pointed out that it was the responsibility of the Administering Authority to endeavour to effect an improvement rather than to wait for the women themselves to claim their rights. It should be borne in mind that the governments of Members which had signed the Charter and the Declaration of Human Rights were under an obligation to fulfil the tasks laid upon them under these two instruments. Noting that the number of women working in salaried positions was very small, she expressed the hope that the Administering Authority would exert every effort to ensure that the principle of equal pay for equal work would be adopted. With regard to child marriage, although this institution was allowed to exist by virtue of the strength of indigenous law and tradition, the Administering Authority should continue to urge its progressive abolition.

The special representative of the Administering Authority promised that these observations would receive the close examination which they deserved.

Medical and health services

The representative of Belgium considered that the efforts of the Administering Authority to develop medical services in the northern area should be encouraged. He awaited with particular interest information concerning the reaction of the population in the

³⁵¹ Resolution 562 (VI).

northern areas to this question, and hoped that this attitude would be reflected in general conferences such as the one held at Buea in 1952.

The representative of the Dominican Republic noted with satisfaction the establishment in certain areas of the Territory of post-natal clinics, and urged the Administering Authority to continue to encourage the establishment of more such clinics throughout the Territory. She noted with interest the efforts of the Administering Authority to modernize the treatment of leprosy. With regard to infant mortality, she hoped that the Administering Authority would in future reports be able to present an accurate picture of the situation.

The representative of the Union of Soviet Socialist Republics stated that the situation regarding health continued to be completely unsatisfactory. A comparison of data for the past few years showed that the Administering Authority was not carrying out the necessary measures to ensure health facilities for the indigenous inhabitants. The Trust Territory did not have its own medical services. In the entire Territory there were only fifteen hospitals, while in the northern regions there was not a single one. In the Maiduguri medical area, comprising parts of Nigeria and the Cameroons with a population of some 250,000, there was not a single hospital, nor in northern Adamawa, with a population of 210,000. In southern Adamawa, with a population of 102,000, there was also no hospital. The number of hospital beds had been reduced. In 1950, there were 847 hospital beds, while in 1951 there were only 808 beds. As the medical survey carried out by the Administering Authority in Bamenda Province had shown, the miserable conditions under which the indigenous inhabitants existed and the lack of necessary medical services for the overwhelming majority of them gave rise to widespread illness, particularly sicknesses caused by malnutrition.

The 1949 Visiting Mission had received numerous complaints stating that only a small number of medical officers were stationed in the Territory, that hospitals were few and out of the reach of large numbers of people, and that Native-staffed dispensaries were inadequate in number and often poorly equipped. Regardless of this unsatisfactory condition in the field of medical services, the Administering Authority had not appropriated the necessary funds for the improvement of this situation. In 1951, the expenses for police courts and prisons had been £18,000 higher than those for medical services. He felt that the Trusteeship Council should recommend that the Administering Authority increase the budgetary appropriations for health needs.

The special representative of the Administering Authority stated that, with regard to the suggestion that budgetary appropriations for health services should be increased, the Council was already aware that the Administration hardly needed urging in that direction. During the last three years, allocations of government expenditure alone, not including that of the Cameroons Development Corporation, had almost doubled, and increases in that direction could be expected to continue.

Standard of living; labour; wage rates

The representative of China, noting with interest the study being made of the national income of Nigeria

and the Trust Territory, expressed the hope that steps would also be taken by the Administration to investigate and improve the standard of living of the Territory's inhabitants. He noted that certain wage increases had been brought about, but considered that further steps could be taken to ameliorate the living conditions of the population.

The representative of the Union of Soviet Socialist Republics stated that, as shown in the report of the Administering Authority, the standard of living of the indigenous inhabitants was extremely low. For instance, wages received by African workers were insufficient to ensure the indigenous inhabitant and his family even a semi-starvation existence, apart from the possibility of satisfying any cultural requirements he might have. According to official statistics, more than 20,000 unskilled workers in the Cameroons and Bamenda Provinces received in 1951 a wage of 62s. 8d. per month. In the Northern Region, the wage of unskilled workers in the public services was only 28s. per month, less than a shilling a day. The miserable nature of these wages was shown by the fact that the African worker was not in a position to buy even half a pound of meat or fish with his daily wage, according to the prices given in the report.

The special representative of the Administering Authority said that an effort would be made to provide in future reports more detailed information regarding various aspects of labour conditions.

Corporal punishment

The representative of China noted with interest the steps being taken by the Administration to deal with the question of corporal punishment, which the Administering Authority had unfortunately not found it possible to abolish in accordance with the resolutions of the Council and the General Assembly. He reiterated his concern at the unsatisfactory situation which still prevailed and re-emphasized his belief that the Administering Authority should spare no effort to bring about complete abolition.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had still not implemented the resolution of the General Assembly regarding the abolition of corporal punishment. According to information contained in the report, eighty-nine indigenous inhabitants had been subjected by the courts to corporal punishment during the year.

The special representative of the Administering Authority drew attention to the recent action of the Administration in removing the power to impose corporal punishment from the Native courts in the southern part of the Territory.

5. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General situation

The educational system is under the supervision of the Inspector-General of Education of Nigeria, with central and regional advisory boards. No Trust Territory representative has been chosen as a member of these boards. It is the policy of the Administering

Authority to co-operate with the missions and actively encourage them by substantial financial assistance in the development of education. Non-government schools may not be considered for a grant-in-aid unless the proprietors have been granted the status of an approved voluntary agency, in accordance with specific requirements laid down by the Administering Authority. Most of the mission schools are now approved under those provisions; the Cameroons Development Corporation and Elder and Fyffes have also been granted the status of approved agencies. The amount of government assistance is calculated by a fixed formula, and the amount of local contribution is assessed according to the expected income from fees, which depends on the community's ability to pay. In 1950-51, grants-in-aid, including development and welfare grants, amounted to £94,200, with missionary societies alone receiving £56,600 in grants in 1951.

In 1951 there were 312 schools in the Territory, of which sixty were conducted by Government and Native Authorities, and 252 by voluntary agencies, as compared with 304 schools in 1950 and 295 in 1949. Of the 1951 total, 302 were primary and vernacular, two were secondary, seven were teacher-training, the increase over 1950 having been mainly in primary schools. Out of the total number of schools in the Territory, the Northern Section had thirty-six primary schools and one teacher-training school. The percentage of enrolled school-age children was about 24.5 per cent in the Cameroons and Bamenda Provinces (as against 23.8 per cent in 1950 and 22.2 per cent in 1949), while in the northern areas about 1.5 per cent were enrolled (as compared with 1.3 per cent in 1950 and 1.0 per cent in 1949). The territory-wide average in 1951 was 12.1 per cent, a slight increase over 1950. Enrolment increased between 1950-51 from 30,700 to 32,680, as against 27,735 in 1949. The Administering Authority states that the percentage of illiteracy outside the Victoria Division is probably over 90 per cent, and is certainly higher among women and elderly persons.

The 1949 Visiting Mission considered that popular demand for education was far outstripping the rate at which facilities could be provided, and concluded that there was need and public demand for increasing educational facilities.

In reply, the Administering Authority stated that the provision of primary education through aided voluntary agencies, although it fell short of the desires of the Administration and the enlightened sections of the population, had more than kept pace with the growth of a genuine desire for schooling. Considering the high figures of educational "wastage" in the primary schools of the Southern Cameroons, the Administering Authority believed that the demand for education which impressed the Visiting Mission actually represented the wishes of only a minority of the population. However, it intended to press on with a policy of educational expansion and also to stimulate the effective demand for education.

In addition to the conclusions of its Visiting Mission and the complaints in petitions presented to it, the Council at previous sessions had noted the general inadequacy of facilities and had recommended that a vigorous effort should be made in the immediate future to overcome the deficiencies, especially in the north,

where the Administering Authority should, if necessary, participate more directly in educational development. The Council also considered that further attention should be given to the desirability of establishing more government schools, especially in the areas not now served by private institutions.

In drawing attention to educational activities during 1950, the Administering Authority mentioned in particular the opening of the first teacher-training centre in the north, the award of further scholarships, progress with the building of new schools, increased primary school enrolment, successful adult literacy classes in the plantations area, and the continued popularity of women's domestic science centres. It stated also that enrolment in the primary schools in the south could be almost doubled if existing schools were fully attended.

At its ninth session, the Council had noted with satisfaction that the number of school children had increased by 20 per cent, but that the figure was small compared with the total number of school-age children, particularly in the northern part of the Territory. It noted also that increased emphasis had been given to teacher-training, technical training and the building of schools, and that expenditure on education had increased by over 70 per cent. The Council recommended, in view of the vast needs of the Territory for trained indigenous personnel, that educational facilities be expanded.

The Administering Authority responded that it entirely agreed with the Council's recommendation, and referred to further progress made during the year, including an increase in the total number of children attending school. In the north, the Mubi Teachers' Training Centre was being expanded and similar expansion was taking place in the south. The Technical Training Centre at Ombe was to be opened in 1952, and Cameroonians would also benefit from the greatly expanded facilities of technical training in Nigeria. Educational expenditure had also increased.

At its eleventh session, the Council adopted the following recommendations:

The Council, noting that although budgetary allocations for education have continued to increase, the estimated rate of illiteracy in the Territory remains high, and noting that the Administration has access to the studies of UNESCO and other organizations on educational problems, expresses the hope that the Administering Authority will utilize the technical knowledge of UNESCO and other organizations and recommends that it take further steps to meet the educational needs of the Territory.

The Council, attaching particular importance to the progressive education of women, requests that future annual reports include statistics showing the school enrolment of boys and girls separately.

Primary education

The stated policy of the Administering Authority with regard to primary education is that it should be carried out as far as possible by voluntary agencies — to whom it gives financial assistance — and by Native Authorities, rather than by the establishment of new government schools. Of all the primary schools in the Territory in 1951, 155 were aided and ninety unaided mission schools, and fifty-seven were Government and Native

Authority schools. The great majority of them were located in the Cameroons and Bamenda provinces of the south, and had a total of 28,960 pupils (28,333 in 1950); in the northern areas there were thirty-six primary schools with 2,060 pupils (1,818 in 1950).

At its eleventh session, the Council adopted the following recommendation:

The Council recommends that the Administering Authority increase its efforts to provide facilities for primary education, particularly in the northern part of the Territory, and urges the Administering Authority to take steps to ensure that the local authorities which are responsible for education in the northern part of the Territory adequately carry out the role entrusted to them.

Secondary and higher education

In 1951 there were two secondary schools with a total enrolment of 317 pupils (compared with 262 in 1950) in the southern part of the Territory and none in the north. Both are managed by missions. The Administering Authority stated that the two schools were at present large enough to take the limited output of qualified boys from the primary schools. Scholarships open to Cameroonians and tenable at secondary schools in the Territory and Nigeria were provided by Government, Native Authorities and the Cameroons Development Corporation; in 1951, the Corporation provided eighteen scholarships in addition to those awarded exclusively to children of employees.

No institutions of higher education exist in the Territory, but suitable candidates from the Cameroons are eligible for scholarships to the University College at Ibadan, Nigeria, and to institutions in the United Kingdom.

At previous sessions, the Council had recommended that the Administering Authority should adopt measures to increase the number of scholarships for Cameroons students. At its ninth session, the Council, noting with approval the expansion of the scholarship programme, due in large measure to the successful operation of the Cameroons Development Corporation, had recommended that the Administering Authority should provide increasing access to secondary and higher education for the growing number of qualified students from the Territory.

The Administering Authority stated that in 1951, thirty-one Cameroonians were pursuing courses of higher education in Nigeria or overseas on scholarships. Fifteen of these were on Government and British Council scholarships; the rest were studying on Cameroons Development Corporation scholarships awarded from a grant of £5,000 provided annually for this purpose. The number of secondary school students had increased and there was a considerable number of secondary school scholarships in the past year. In addition, the wide and increasing facilities for secondary and higher education in Nigeria and elsewhere were fully open to inhabitants of the Territory.

School fees

School fees are charged in all except vernacular schools. The rates in the Government junior primary schools in 1951 were 12s. 6d. per annum in junior

departments, and 25s. per annum in senior departments, and in the Native Authority and mission schools they varied with different areas according to whether the area was "primitive", "poor" or "wealthy". Secondary school fees were, in one school, £18 per annum for tuition and board with a further charge of £3 for books and uniform and, in the other school, £12 per annum plus £4 for books from newly-enrolled pupils. The Cameroons Development Corporation is embarking upon a programme of free primary education for the children of all its workers, which it proposes to implement by establishing free schools of its own and by paying the fees of employees' children attending voluntary agency schools.

At its fourth session, the Council urged the Administering Authority to devise ways and means to make education as inexpensive as possible so that eventually primary education would be free and secondary education not dependent on means. In reply, the Administering Authority stated that only very low fees were charged for primary education in the southern part of the Territory. Lack of money was no bar to schooling anywhere in the Territory; it was in the remote northern area, where schooling was free, that it was most difficult to make progress, because of the reluctance among parents in allowing children to be taken away from farm work for education.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its previous recommendation for the eventual establishment of free primary education, and noting that fees continue to be charged at primary schools in the southern part of the Territory, recommends that the Administering Authority renew its policy in this respect with a view to taking progressive measures, such as allowing an increasing number of exemptions from the payment of fees, towards the ultimate objective of free education.

Expenditure

Estimated public expenditure on education in 1950-51 amounted to £133,200, of which an estimated £24,000 was by Native Authorities and the rest by Government, as compared with £118,200 in 1949-50. No figures are available for the considerable expenditure by missionary societies.

Both the General Assembly and the Trusteeship Council have recommended that the Administering Authority increase the budgetary allocations for educational requirements and other cultural needs. In noting the further increase in expenditure in 1950, the Administering Authority stated, with regard to other sources of financial support, that the only private organizations which give financial support to the Government and Native Authorities in education are the missionary agencies.

Teachers

The Administering Authority stated that in the southern areas the supply of elementary certificated teachers for junior primary schools was now equal to the demand, but that there was a continuing scarcity of higher elementary certificated teachers for senior primary schools. It hoped that a new higher elementary class would be enrolled at the Training Centre in the

Cameroons Province in 1952, thus easing the situation by 1954. The supply of indigenous teachers in the northern areas was still inadequate. The first teacher-training centre in the north of the Territory was opened at Mubi in 1950 and would improve the supply. In addition, a teacher-training centre for rural science teachers was expected to open at Bambui in January 1952. There were seven teacher-training schools with a total of 340 pupils in 1951, the corresponding figures for 1950 being, respectively, six and 284.

The Council has expressed a continued interest in the facilities for the training of indigenous teachers, and in the need for improving and expanding them. At its ninth session, the Council had adopted a recommendation in which, noting with approval the emphasis given by the Administration to the expansion of teacher-training facilities and in particular the opening in 1950 of an elementary teacher-training centre in the less advanced northern part of the Territory, it recommended that the programme for training indigenous teachers be extended.

The Administering Authority replied that the Mubi Teacher Training Centre in the north would continue to expand under the revised development plan.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting that the number of teachers diminished during the period under review, expresses the hope that this decrease will prove only temporary and that the accelerated supply of teachers of high standard anticipated by the Administering Authority will result in a progressive improvement in the situation.

Technical training

The most urgent educational need of the Territory, in the view of the Administering Authority, is more technical education.

The 1949 Visiting Mission received requests for the expansion of vocational trade training as a means of qualifying young men for higher and more diversified positions. At its sixth session, the Council had noted the concern expressed in these petitions and recommended that the Administering Authority expand and develop facilities for technical training. The Administering Authority responded by stating that the Ombe technical training centre was expected to open in mid-1951, and that Cameroonians would also benefit from the technical education facilities in Nigeria, which were being greatly increased. The Centre was to have a staff of ten European instructors and would offer five-year apprenticeship courses for carpenters, bricklayers, electricians, etc. Its eventual estimated output was to be thirty-five fully-trained men a year.

In the annual report for 1951 the Administering Authority stated further that work on the Trade Training Centre had been almost completed in 1951, and the centre was scheduled to open early in 1952.

Adult and community education

The Administering Authority reports that the most notable progress has taken place in the Cameroons Development Corporation labour camps where 2,283 regular pupils are enrolled in adult education centres. Pupils attend for two-hour lessons three or five times

a week, the complete course lasting for fifteen months. There are now five organizers employed for this purpose by the Corporation, which also employs six full-time teachers in twenty-two sewing classes attended by wives of estate employees. Considerable interest has been shown in the adult literacy classes on Nidian estate (Kumba Division) which now have four instructors and seventy-five pupils.

In the northern areas, five adult education organizers have been appointed, and primers in Fulfulde were being prepared in 1951; there appeared to be considerable interest in these projects in Mubi District. The domestic science centres provided by the Government, Native Authorities and missions have continued to attract good attendance, but the domestic science and adult women's training centres in Bamenda suffered from a lack of supervision and three had to be closed in 1951.

There are a few libraries in the Territory belonging to schools, Native Authorities and training centres, and one small library of adult education literature at Tiko. The Cameroons Development Corporation has now provided a circulating library of 1,600 books for the estate camps.

At its ninth session, the Council had commended the work of the Cameroons Development Corporation in the field of adult education and had recommended that every possible additional means of promoting adult education be encouraged. It had also noted with approval the Administering Authority's proposal to establish a literature bureau for West Africa, expressing the hope that this bureau would assist Africans in retaining or advancing the degree of literacy achieved in school.

The Administering Authority reported excellent progress in the field of adult education in the plantation area during 1951, and also good progress at other places, including Mubi in the north.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting the further progress made in adult education during the year under review, particularly through the influence and activities of the Cameroons Development Corporation, expresses the hope that, in view of the high percentage of illiteracy in the Territory, continued efforts will be made by the Administering Authority in this field.

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

General situation

The representative of New Zealand urged the Administering Authority to expand educational facilities in all fields, particularly at the primary level. He felt that more direct participation by the Administration in the development of educational institutions was probably warranted. Although he recognized the excellent work done by voluntary agencies and under the auspices of the Corporation and Elder and Fyffes Limited, he felt that the reduction of illiteracy remained a gigantic task and that the Administering Authority might further consider the method which it had adopted to carry out this responsibility.

The representative of Belgium stated that progress had undoubtedly been made in the Administration's overwhelming task in the field of education and considered that the establishment of the training centres at Ombé was a signpost to the future.

The representative of the United States of America noted that, in order that the inhabitants might take full advantage of the constitutional reforms, it was more essential now than ever before that the Administering Authority should carry out a vigorous education programme in the Territory, a programme in which the Administration itself might well assume a larger and increasing responsibility.

The representative of El Salvador considered that the efforts thus far made by the Administering Authority in the field of education were worthy of commendation but did not fully meet the needs and requirements of the Territory. He therefore urged the Administering Authority to redouble its efforts, making use of assistance available from such organizations as UNESCO.

The representative of the Dominican Republic, considering that one of the gravest problems confronting the Territory was illiteracy, noted that in some regions it amounted to 95 per cent of the population, an astonishing figure in view of the fact that the Administering Authority had been in the Territory for a considerable time. She considered that more effective measures should be taken to solve this problem and suggested that toward this end, it might be possible to apply for technical assistance from organizations such as UNESCO which had very wide experience in the use of modern methods of mass education. With regard to the statistics for enrolment of school children, she expressed the hope that the Administering Authority might in future reports specify clearly the number of boys and the number of girls. She considered it worth suggesting to the Administering Authority that it provide the best possible means of transporting children from one place to another in order to facilitate school management. She expressed appreciation of the work being done in the educational and other fields by the missions in the Territory.

The representative of the Union of Soviet Socialist Republics stated that the situation regarding education continued to be completely unsatisfactory. A comparison of data for the last few years showed that the Administering Authority was not carrying out the necessary measures to ensure educational facilities for the indigenous inhabitants. The Trust Territory continued to be a place of complete illiteracy. In 1951, as an average for the whole of the Territory, only about 12 per cent of the children of school age attended schools, while in the northern regions school education was received by only about 1½ per cent of the children of school age. Moreover, only a very insignificant percentage — perhaps 1 or 2 per cent — of the children of school age had the opportunity of completing primary school. In 1951, in Bornu Province, of 60,000 children of school age, only 820 pupils attended school, while in Benue Province, out of 3,000 school-age children, only sixty had the opportunity of attending school. In 1949, 1950 and 1951 the number of secondary schools had remained unchanged; there were only two such schools. There were no institutions of higher education in the

Territory at all. The 1951 report showed that the over-all number of teachers in the Territory had decreased, as compared with previous years, and that the number of teachers in the Cameroons and Bamenda Provinces in government schools had consistently decreased since 1948. In 1948, there were 296 teachers; 289 in 1949; 217 in 1950; and 196 in 1951.

The special representative of the Administering Authority said that the Administration also felt that, while impressive steps were being taken in the vital matters of teacher-training and education in technical and rural subjects, the rate of expansion of primary education remained disappointing, although the standard was steadily improving.

Primary education

The representative of the Dominican Republic considered that a greater development in the field of primary education should take place.

The special representative of the Administering Authority stated that the Administration fully shared the concern expressed as to the slow rate of progress in the expansion of primary education. It would devote the closest attention to what fresh measures might be called for to remedy the situation. He considered, however, that the introduction of universal primary education throughout the Territory at the present time, even if it were possible in the present social conditions, would require an expenditure many times in excess of the present total budgetary expenditure. He pointed out also that the institutions of primary education were not inadequate for the present public demand.

School fees

The representative of the Dominican Republic considered that emphasis should be laid on the provision of free education in the Trust Territory.

The representative of France considered that, regardless of any serious considerations which might be presented, free education was the proper objective to have in view and to attain; he would therefore wish to see large exemptions from the expenses of education.

Expenditure

The representative of the Union of Soviet Socialist Republics considered that the Council should recommend that the Administering Authority increase the budgetary appropriations for education and other cultural needs.

The special representative of the Administering Authority stated that, with regard to the suggestion that budgetary appropriations for education should be increased, the Council was already aware that the Administration hardly needed any urging in that direction. During the last three years, allocations of government expenditure alone, not including that of the Cameroons Development Corporation, had more than doubled, and continued increase in that direction could be expected.

Teachers

The representative of China stated that, while the supply of teachers was good, this favourable picture applied only to the lower primary level and that further efforts were required to meet the needs of upper primary schools.

Adult and community education

The representative of China noted with satisfaction the progress made in adult education during the year under review, particularly in the labour camps of the Cameroons Development Corporation. However, in

view of the high percentage of illiteracy in the Territory, the task remaining in this and other aspects of the educational field was enormous, particularly with regard to the great differences between the north and south; he therefore considered that special emphasis should be laid on the development of the north.

Chapter V

CAMEROONS UNDER FRENCH ADMINISTRATION

1. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

Geography and population

The Trust Territory of the Cameroons under French Administration covers, a little to the north of the Equator, an area of 432,000 square kilometres, having a 200-kilometre coastline to the west along the Atlantic Ocean, from which the territory tapers towards Lake Chad. It includes the greater part of the former German protectorate established in 1884 and occupied by France and England in 1916.

It is a territory in a transitional stage, without any real geographical or ethnic unity. From the point of view of relief and climate, however, there are four distinct regions: to the south, a warm and humid area of plateaux and forests; in the centre, the high plateau of Adamaoua, which is relatively dry and cool; to the north, dry and warm savannah-covered plains; and, lastly, to the west, cool and misty mountains.

In December 1951, the African population of the territory amounted to 3,062,835 inhabitants and the European population to 13,733, of whom 11,482 were French.

The south is inhabited by peoples of Bantu race and language, generally Christianized, who engage in hunting, fishing and agriculture. In the north, the population is of Sudanese origin and language, mainly Mohammedan, employed in cattle-breeding, trade and handicrafts. The population of Adamaoua is intermediate between the two groups; and in the mountains of the south-west the Bamiléké have common features with the races of the south.

Frontiers with the Trust Territory of the Cameroons under British administration

The Visiting Mission which went to the Territory in 1949 expressed, in its report, the opinion that the problems submitted to it, concerning the difficulties created by the existence of a customs barrier between the two Cameroons did not appear to be acute or a matter of concern to the population of the Cameroons under French Administration.

Among the petitions submitted to the Council at its eleventh session, two from the Union des populations du Cameroun³⁵² asked for the unification of the two Trust Territories of the Cameroons. During the examination of one of these petitions,³⁵³ the Administering Authority affirmed that there was no cultural

link between the two Territories and that it was contrary to the facts to maintain that the peoples of the Cameroons under French administration were leaving that country in large numbers to settle in the other Territory. Nearly all the Bamiléké who had emigrated some years before had returned to their country of origin. The statement that fundamental freedoms were disregarded in the Trust Territory under French Administration was a fantastic and arbitrary interpretation of the facts.

With regard to the other petition,³⁵⁴ the Administering Authority maintained that, contrary to the petitioners' claims, there had never been any referendum in the Territory by which the people of the Cameroons had unanimously claimed certain reforms, particularly the unification of the two Cameroons.

Another petition presented to the Council at its eleventh session came from the Kamerun United National Congress³⁵⁵ and also asked for the unification of the two Territories. The Administering Authority recalled the observations of the Visiting Mission on the subject and affirmed that the Congress was not representative of public opinion in the Cameroons as a whole. The Administering Authority maintained that the Territory, formerly composed of disparate ethnic groups not united by any sense of common nationality, was now beginning to acquire such a sense, and that the results obtained were already encouraging. It considered that it should not prejudge the issue by making structural modifications which should be the prerogative of those concerned, acting in complete freedom and with full knowledge of the facts after the objectives of the trusteeship had been attained. Furthermore, in the very narrow areas where the present frontier was a barrier between related groups, the frontier regulations had been made so lenient as to be practically unnoticeable. Other and even more liberal measures were to be applied very shortly.³⁵⁶

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

General considerations

The representative of New Zealand observed that, because of its large area and population, the Cameroons under French administration possessed natural advantages for the achievement of progress towards the ultimate objectives of the Trusteeship System, although

³⁵² T/Pet.5/99.

³⁵³ T/Pet.4/79, T/Pet.5/105 and T/Pet.5/105/Add.1.

³⁵⁴ T/Pet.5/97, T/Pet.5/99. For the action taken on these petitions, see resolutions 622 (XI), 623 (XI).

³⁵⁵ T/Pet.5/97.

³⁵⁶ The Council's action on this petition is dealt with in the chapter on conditions in the Cameroons under British administration.

there was no real geographical or ethnic unity in the area. He felt that progressive steps were being taken toward the establishment of self-government in the Trust Territory.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was not taking the necessary steps to fulfil its obligations under the Charter and the Trusteeship Agreement. It was not promoting the development of the Trust Territory towards self-government or independence but was carrying out a policy of strengthening the colonial régime, a policy of rapacious exploitation of the natural wealth of the Territory as well as of its indigenous inhabitants.

Form of the report

The representative of New Zealand congratulated the Administering Authority on the general excellence of the form and contents of the annual report on the Territory which he stated was up to the usual high standard and contained much valuable information and many useful tables.

The representative of the Dominican Republic stated that it would be desirable to have more detailed information concerning the nature, characteristics and real importance of the relations existing between the Territory and the adjacent areas; he felt that this information would permit them to adopt concrete measures for the control and improvement of inter-territorial relations so as to bring greater prosperity to the Territory.

The special representative of the Administering Authority stated that the next annual report would contain more complete information concerning the relations existing between the Territory and the adjacent areas.

2. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

According to the annual report for 1951, the Cameroons has undergone considerable political development since the structural reforms of 1946. In a few years it has moved from the phase of subjection to that of collaboration. The enlargement of the electorate, the activities of the Representative Assembly and the election of deputies to the National Assembly were the outstanding political events of the year 1951.

The report for 1951 drew attention to the difficulties in the way of uniform political advancement throughout the Territory, and particularly to the need in the north for reducing conflict between population groups with very different religions, origins and ways of life, and in the south for fusing the African tradition represented by the chiefs with the European methods represented by new social classes.

Integration of the Cameroons within the French Union

The integration of the Territory within the French

Union has been the subject of special study by the Council.³⁵⁷

Representation in parliamentary bodies

The indigenous inhabitants of the Cameroons have received the status of citizens of the French Union, while retaining freedom to choose between their personal status as "persons under French Trusteeship administration" and the status of French citizens which they may acquire by naturalization. As citizens of the Union they enjoy the rights and fundamental freedoms referred to in the 1946 Constitution, and participate in political life in the Territory and, on the level of the Union, in parliamentary political life in France.

The Cameroons elects four deputies, one by the first college and three by the second college, to the French National Assembly in which legislative power is vested. The Cameroons also elects three representatives, two of them Africans, to the Council of the Republic; five representatives, three of them Africans, to the Assembly of the French Union; and two representatives, both Africans, to the Economic Council.

Development towards territorial unity

At its fourth session, the Trusteeship Council had recommended that the Administering Authority should foster the development of a sense of territorial unity by all possible means, such as the intensification of education, the improvement of communications and the encouragement of common political activities.

According to the annual report for 1951, the main obstacles to the development of a sense of territorial unity are the Territory's artificial frontiers and heterogeneous population. That sense is now being encouraged, however, by the rapid extension of communications and by the intermixture of peoples caused by the new and growing economic and industrial activities set in motion by the ten-year plan. The report for 1951 also pointed out that, besides the effort in social affairs, a special effort is to be made to improve schooling facilities; in particular, it remarked that, generally speaking, the inhabitants of the Cameroons are taking an increasingly lively interest in the country's political life.

The Administering Authority is studying and still trying to determine the final form of the country's administrative and political structure at the regional level. In its report, it points out, on the other hand, that the complexion and number of the candidates standing for the legislative elections in 1951 show that loyal and day-to-day participation in the management of public affairs is more sought after than adherence to an ideology or a programme.

Exercise of political rights

At its ninth session, the Trusteeship Council had noted that adult suffrage had been extended and had

³⁵⁷ Results of further study by the Council of the administrative arrangements between the Cameroons under French administration and the French Union may be found in the special report of the Council on Administrative Unions affecting Trust Territories, A/2151 (See *Official Records of the General Assembly, Seventh Session, Supplement No. 12*).

recommended that this extension should be continued among the African population. It had also recommended the replacement of the double college by a single college.

The report for 1951 recalled that the Act of 5 October 1946 had given the vote to twelve categories of electors, and that the Act of 27 August 1947 had added persons who could prove their ability to read French or Arabic. For the legislative elections of 17 June 1951, a new Act authorized the inclusion in the electoral lists of heads of families or households, mothers of two children, and pensioners. Furthermore, special action was taken to make voting easier and to induce those on the electoral lists to go to the polls. For example, voting stations were established at the rate of one to every 1,500 electors, coloured voting papers bearing representative signs were adopted, and the French State assumed responsibility for certain expenses.

In June 1951, 532,479 Africans were entered on the electoral lists for the college comprising citizens with personal status. Of this total, 234,611 electors voted. The abstention of forty-five per cent of those registered was attributed in the annual report to geographical difficulties, to the stage of development of the people, and particularly to the persistence of certain customs unfavourable to the emancipation of women. At that same period, the college of citizens of French status was made up of 6,140 voters.

The development of the African electorate has been as follows:

<i>Year</i>	<i>Electors enrolled</i>
1946.....	15,896
1947.....	30,192
1948.....	40,913
1949.....	46,676
1950.....	70,874
1951 (March).....	116,566
1951 (June).....	532,475

The annual report for 1951 drew attention to the large number of candidates soliciting the electors' votes at the elections held in June 1951. It also pointed out that the electoral body in the Cameroons was slowly but surely awakening to consciousness of its civic rights, largely owing to the continuous growth of the civil registration system.

According to the report, the political parties are as follows: the Union des populations du Cameroun (UCP), which had been at odds with the Rassemblement démocratique africain (RDA) ever since this latter body detached itself from the Communist Party, and whose representative received 3,077 votes out of 16,950 recorded at the last electoral consultation; the Kumszé, which has separated itself from the UPC but is still active locally among the Bamilekés; the Union des syndicats confédérés (USCC), which has split into two groups, one remaining faithful to the metropolitan Confédération générale du travail (CGT) and the other forming an association of indigenous trade unions; the Union sociale camerounaise (ESOCAM), a non-revolutionary progressive party; the Renaissance camerounaise, a progressive party of the Central area; the Bloc démocratique camerounais, a new party directed by members of the intelligentsia in the central and western areas;

and purely local parties like the Solibobi or the Union tribale N'Tem-Kribi.

One of the petitions from the Union des populations du Cameroun,³⁵⁸ presented to the Trusteeship Council at its eleventh session, claimed that the Administration fraudulently caused lists of electors favourable to its own candidates to be drawn up. The Administering Authority stated, however, that the additions to the electoral lists at the last revision were made officially and that the representatives of the various political parties were present when the lists were drawn up.

Another petition, from the Union des populations du Cameroun,³⁵⁹ presented to the Council at its eleventh session, requested the establishment of a single college of electors, protested against the establishment of three electoral constituencies, and claimed that Mr. Louis Aujoulat had been elected as a result of propaganda conducted in his favour by officials. The Administering Authority explained that, since three deputies to the National Assembly were assigned to the Territory by the Act of 11 May 1951, it was quite proper for the country to be divided into three constituencies. Mr. Aujoulat had received a relative majority of 28,309 votes out of 114,173, the other votes having been distributed among fourteen other candidates; therefore, even if administrative pressure could have been brought to bear, the majority of the electors must have been insusceptible to it.

In its resolution³⁶⁰ on this petition, the Council noted the statement of the special representative to the effect that the Administering Authority hoped to establish a single electoral college in the Territory when it had attained a sufficient degree of development, provided that the experience of the single electoral college in Togoland under French administration was favourable, and recalled the recommendation adopted by the Council at its ninth session that the present dual system be replaced by a single electoral college.

A petition from the Ressortissants camerounais de Paris,³⁶¹ also presented to the Council at its eleventh session, protested against the Act of 22 November 1951, which established a single electoral college for Togoland and provided for the continuance of the double electoral college in the Cameroons for the purpose of elections to the Territorial Assemblies. The Administering Authority maintained that the petitioners, whether scholarship holders or not, could not claim to have received an express mandate from the local population, and that the deputies, senators and other parliamentary representatives, and the members of the Territory's Assembly, would be better qualified to speak for the higher interests of the country. Moreover, the Representative Assembly had itself asked for the continuance of the double electoral college and, furthermore, for the maintenance of the original allocation of assembly seats, which Parliament had not retained, as between the two colleges. In addition, the Trusteeship Agreements did not provide that identical measures should be instituted in the Trust Territories.

³⁵⁸ T/Pet.5/97. For the action taken on this petition, see resolution 622 (XI).

³⁵⁹ T/Pet.5/99.

³⁶⁰ Resolution 623 (XI).

³⁶¹ T/Pet.5/104.

At its eleventh session, the Council adopted the following recommendation:

The Trusteeship Council, recalling its previous recommendations on the matter at the fourth and ninth sessions, commends the Administering Authority for the enactment in June 1951 of a law which further extends the franchise and notes with satisfaction the marked increase during 1951 of the number of registered voters; it also takes note of the fact that the Administering Authority considers that the measures already taken constitute a substantial advance towards the ultimate goals of universal suffrage, and that indigenous representatives have a great majority in the elected organs already existing; expresses the hope that further measures will be examined with a view to attaining as soon as practicable the goal of universal suffrage and a single college, and that efforts will be made through encouragement and instruction to increase the proportion of voters among the present electorate.

Representative Assembly

At its fourth session, the Trusteeship Council had recommended that the powers of the Representative Assembly should be extended, particularly in the field of legislation. In its report for 1949, the Administering Authority stated that it would be premature to consider a reform before the merits and defects of the legislation in force had been clearly displayed by the operation of the first Assembly.

At its sixth session, the Council had reiterated its recommendation, in accordance with the views expressed by its Visiting Mission. The Administering Authority stated in its report for 1950 that it was shaping its policy along the lines desired by the Council and was considering an extension of the Assembly's powers. At its ninth session, the Trusteeship Council had noted with approval the Administering Authority's statement and its intention to modify the proportion between the European and indigenous members in favour of the latter. It expressed the hope that the draft legislation to extend the powers of the Assembly, then under consideration, would be adopted, and further that the Administering Authority would inform the Council, in its next annual report, of the changes that had been made in the powers and functions of the Representative Assembly.

In its report for 1951, the Administering Authority stated that the decree of 29 October 1946 establishing the Representative Assembly of the Cameroons provided that the Assembly's final form should be determined by later enactments. The first such law, that of 6 February 1952 governing the system of electing Representative Assemblies, raised the number of councillors of French status in the Cameroons from sixteen to twenty-four and the number of councillors of local or personal status from eighteen to thirty-two, thus altering the distribution of seats in favour of the latter class. The change complies with the recommendation made by the Trusteeship Council at its ninth session.

The decree of 29 October 1946 also laid down the powers and functions of the Assembly. At its ninth session, the Trusteeship Council had reiterated its

previous recommendation to the Administering Authority that the Assembly's powers should be extended and had noted the Administering Authority's intention to enhance the Assembly's powers to a considerable extent. The report for 1951 explained that, of the various bills submitted to Parliament, only one, the above-mentioned Act of 6 February 1952, had been debated without delay. This Act provided, however, that legislation enlarging the Assembly's powers should be introduced not later than July 1952.

The Assembly holds two regular sessions a year and may meet in special session. It discusses and passes the budget, and takes decisions on a number of matters including all matters relating to movable and immovable public property. It must be consulted on other matters and may address opinions to the Government and pass resolutions on all non-political matters concerning the Territory. The annual report for 1951 explained that the Assembly's activities were wider in scope than those of a General Council (*Conseil Général*) in a metropolitan département, because in the Cameroons the communal system was still in its infancy and the State bore little of the financial burden. It went on to show that the Administration was placing an ever broader construction on the organic decree so as to give the Assembly a say in any matter affecting general policy in the Territory.

The report furnished a list of 182 matters on which the Assembly had addressed opinions during 1951, apart from the classification of forests and new electoral procedures. The report stated that the work done in the first legislative period had greatly contributed to the Territory's development, and that the Assembly had in effect been a school of political and civic training both for its members and for their constituents, and had aroused intense interest among the Cameroonian people.

A petition from the "Ressortissants camerounais de Paris"³⁰² demanded that the Assembly be granted political powers and increased responsibilities in economic and social matters. A petition from the Union des populations du Cameroun³⁰³ demanded the establishment of a Legislative and Constituent Assembly and, in a second petition³⁰⁴ the Union stated that the indigenous members of the Assembly were not allowed to participate in decisions.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its previous recommendation at the fourth, sixth and ninth sessions, notes with interest that the Representative Assembly has been transformed by the law of 6 February 1952 into the Territorial Assembly and that an extension of the Assembly's powers is provided for in the legislation before the French Parliament, the enactment of which is expected shortly.

The Council, noting with satisfaction that the total membership of the Territorial Assembly has been increased and that the proportion between African and European members has been altered in favour of the former, expresses the hope that the Administering Authority will further increase the African membersh

³⁰² T/Pet.5/104.

³⁰³ T/Pet.5/99.

³⁰⁴ T/Pet.5/97.

and that the bill extending the powers of the Territorial Assembly will be enacted with the least possible delay.

Registration of births, marriages and deaths

According to the report for 1951, the size of the electoral body depends chiefly on the increase in the number of registration offices, on their organization and on the interest shown by the inhabitants. It was noted that the inhabitants of the south of the Territory attach particular value to registration of births, marriages and deaths as a means leading to the franchise. The report added that inadequate registration was the sole obstacle to the introduction of universal suffrage.

The Administering Authority stated that wherever possible it was continuing to open registration centres, and that four large new centres had been set up in 1951. The introduction of registration was meeting with particular difficulties in the eastern and northern areas among the Kirdis, a still primitive people who found it hard to understand why registration should be desirable or necessary, and among peoples where traditional institutions retained a tenacious hold and the mainly illiterate traditional chiefs had to be made registrars and gradually be given literate assistants.

Administration of the Territory and administrative services

At its fourth session, the Trusteeship Council had recommended that the Administering Authority should intensify its efforts to bring about greater participation of the indigenous population in responsible posts in the administrative and judicial services. The report for 1950 stated that the posts in the local offices of the treasury and similar services (*agences spéciales*) were held, with about four exceptions, by Africans, and that Africans had become eligible for appointment as inspectors and commissioners of police. It also stated that various steps had been taken to promote the recruitment of Africans into the administrative services, and that the Lamine-Guey Act, which established the principle of equal remuneration and allowances for all administrative staff, had been put into force.

At its ninth session, the Council had expressed the hope that the Administering Authority would ensure a gradual replacement of Europeans by indigenous inhabitants, especially in senior posts of responsibility. It also urged the Administering Authority to undertake a more comprehensive training programme to qualify Africans for increasingly responsible positions within the government service.

The *Haut Commissaire*, who is vested with the powers of the Republic and is responsible to the Minister of Overseas France, directs the administrative services and sees that the decisions of the Representative Assembly are executed. He is assisted by a Secretary-General and an Advisory Council composed of six civil servants, two European notables and two African notables.

According to the report for 1951, it is not yet clear how the administrative organization of the Territory is developing. The financial organization of the *régions* (there are eighteen in the Territory) is being decentralized; it is not yet known whether the *subdivisions* into which they are divided will continue merely as

simple administrative units or will become secondary local government organizations.

The administrative structure underwent little change in 1951. A new service, the *Contrôle des régies financières*, was established, the *Service des Domaines* was enlarged and various administrative posts were created.

The local administration, according to the report for 1951, devoted attention to carrying out a programme of improving the status of African officials or giving them access to increasingly responsible positions.

An order of 2 April restored the recruitment of personnel as regional agents and for the technical services, conferring upon them a status practically equivalent to that of the regular civil service and facilitating their access to it. By the end of 1951, the staff of these services numbered 3,138 as against 2,342 at the end of 1950. The African staff on the Administration was subject to exactly the same regulations as the public service in the metropolitan country, which meant that they were in all respects on an equal footing with European officials of the same rank.

Among the methods used to fit Africans for important posts and at the same time to give them a general and professional education, the report referred particularly to evening classes provided at Yaoundé, Douala and Nkongsamba—where pupils were being prepared for the *brevet élémentaire* and the *baccalauréat*—the opening of professional training courses for postal, telecommunication and mining officials, and the award of scholarships for advanced training in France.

In 1951, Africans were admitted to several important posts. One was appointed as assistant to a *chef de subdivision*, one as a *chef de région agricole*, and several as *chefs de poste agricole*. Experiments were carried out, particularly in posts in the local offices of the treasury and similar services and in the meteorological service, with a view to admitting Africans to positions previously held only by European officials.

The Administering Authority stated, in its report for 1951, that the training courses given at Yaoundé and Douala were attended only by Africans and that the Africans in the common services and the general administrative services (excluding technical services) were distributed as follows:

Officials of the higher grades (*baccalauréat* standard): fifty-two; officials of intermediate grades (*brevet élémentaire* standard): 277; officials in subordinate categories (*certificat d'Etudes primaires* standard): 298.

The following table shows the distribution of the administrative staff (permanent posts):

	1938	1947	1948	1949	1950	1951
Europeans	660	865	1,044	890	1,375	1,625
Africans	2,652	5,246	4,323	4,737	7,568	8,509
Percentage of Europeans	25	16	24	17	18	19

The report pointed out that more rapid training of the African staff required closer supervision by Europeans; this explained the increased proportion of European staff, who were, however, usually engaged on contract or as auxiliaries, so that they could be replaced by indigenous inhabitants without difficulty.

One of the petitions from the Union des populations du Cameroun,³⁸⁵ submitted to the Council at its

³⁸⁵ T/Pet.5/97.

eleventh session, complained against the Bamiléké officials. The Administering Authority stated that it was true that Bamiléké officials were serving in their country of origin and that their relations were carrying on commercial or political activities; it was difficult, however, unless abuse could be proved, to remove these officials from their country of origin.

Regional and municipal administration

Authority in the *régions* is exercised by the traditional chiefs acting under the supervision of the administrative officers (*Administrateurs*), *chefs de région* and *chefs de subdivision*. In the consideration of financial, economic and social matters, these administrative officers are assisted by *Conseils de Notables*, the reorganization of which was discussed on several occasions in 1950 by the Representative Assembly. Experiments were carried out in 1950 in two regions in which the *Conseils de Notables* were replaced by a Regional Council with more extensive powers and an enlarged membership but, according to statements made by the Administering Authority at the ninth session of the Council, the Representative Assembly had not yet given its approval to this reform.

At its fourth session, the Trusteeship Council had recommended that the Administering Authority should in the first instance apply universal suffrage to the election, in the more advanced areas, of the proposed new form of original councils and municipal commissions. The Administering Authority pointed out in its report for 1949 the difficulties it had encountered in a first attempt at universal suffrage in municipal elections.

At its sixth session, the Trusteeship Council had urged the Administering Authority to give the fullest consideration to the possibility of vesting the *Conseils de Notables* with power to make decisions on certain matters as well as to give advice. In the course of the ninth session of the Council, the Administering Authority had stated that the plan it had prepared for the reorganization of the *Conseils de Notables* had been the subject of several discussions and redraftings by the Representative Assembly.

At its ninth session the Trusteeship Council had expressed the hope that the reform replacing the *Conseils de Notables* by regional councils having more extensive powers and enlarged membership would be completed before the examination of the next annual report.

According to the report for 1951, the draft *arrêté* organizing the regional councils was again considered in April-May 1952 by the Representative Assembly, which redrafted the texts submitted by the Administration. The discussion showed that further study was needed before the reform could be put into effect.

Experiments carried out by the Administration on the basis of "village-office" continued and were expected to prove entirely satisfactory. The report pointed out, dealing with the application of these reforms in the Yaoundé *région*, that the Representative Assembly had still to be convinced of their value.

According to the report for 1951, the proposed legislation on the status of chiefs had been sent to the National Assembly after submission to the Assembly of the French Union.

Finally, at the eleventh session of the Trusteeship Council, the special representative stated that the Administering Authority had undertaken the study of a plan considered to be a very important step towards both the decentralization and the administrative autonomy of the regions of the Territory. This plan was for the organization of rural municipalities having autonomous budgets, an organization which would merge with the system of regional councils.

In a petition from L'Union des populations du Cameroun³⁰⁰ submitted to the Council during its eleventh session, protests were made against the Administration's attitude towards the indigenous authorities. The Administering Authority stated that certain events set forth in the petition dated back to 1924 and 1931, and that the French Government, had given a detailed account of them in its reports to the League of Nations. In the special case of Chief Njikouotou in May 1951, the Administration had sought and adopted a compromise expected to satisfy all concerned.

At its ninth session, the Trusteeship Council had expressed the hope that the municipal system would be extended, particularly in the northern section, and that the members of the municipal commissions would be elected and would be granted wider powers.

There are two mixed communes (*communes mixtes*) at Douala and Yaoundé in 1951. Their Municipal Commission is composed of members appointed either by economic bodies or the Administration. There were also five other mixed communes over whose Municipal Commission the *Administrateur-Maire* presides; the Commissions have African majorities.

The report for 1951, referring to the difficulties described in the 1950 report, stated that a first mixed commune had been organized at Garoua in the north of the Cameroons. There was every reason to believe, the report added, that the experiment would be extended in the future to the other urban centres in the north. Moreover, the Administration was considering the transformation of appointed municipalities into elected municipalities.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its previous recommendation at the ninth session, welcomes the statement by the Administering Authority to the effect that it was hoped to bring into operation in 1952 the reform of regional councils, which had been under consideration by the Territorial Assembly for several years, and that elected rural municipalities which constitute an important measure of decentralization by the creation of regional budgets would also be established in the same year, and expresses the hope that the efforts of the Administering Authority to develop regional councils will meet with early success.

Judicial system

The report for 1951 stated that the Cameroons now has a completely autonomous judicial system, the guiding principle of which is the complete separation

³⁰⁰ T/Pet.5/108. For the action taken on this petition, see resolution 628 (XI).

of judicial and political powers. At its sixth session, the Trusteeship Council had urged the Administering Authority to intensify its efforts in this direction and in particular to appoint more career magistrates.

According to the report for 1951, the courts of French law comprise judicial magistrates appointed by the President of the Republic on the recommendation of the *Conseil supérieur de la Magistrature*.

The courts of French law at present established are as follows:

The Court of Appeal at Gaoundé, established by a decree of 11 April 1951 and opened at the beginning of 1952, which ensures the Territory's judicial autonomy (comprises a *Président*, a *Président de chambre*, four *Conseillers*, a *Procureur-général*, an *Avocat-général* and two *substituts généraux*); a *tribunal de première instance* at Douala; thirteen *justices de paix* with extended powers; twelve *justices de paix* with summary powers.

These courts are required to try all breaches of the penal law by whomsoever committed; in such cases, they apply French procedure and law. They hear civil and commercial cases in which a European is a party, or cases between two Africans with the consent of both, applying customary law and usage unless the parties request otherwise.

The indigenous courts have jurisdiction only in civil suits between Africans. The conciliation tribunals and customary tribunals are composed of Africans only. The tribunals of the first and second degree (for the *subdivision* and the *région* respectively) are presided over by administrative officers assisted by African assessors who are entitled to speak and vote. Appeals against judgments and motions to set them aside are dealt with by a *chambre d'homologation* of the Court of Appeal at Yaoundé.

At its sixth session, the Council, noting from the report of the 1949 Visiting Mission that it was the desire of the Administering Authority to transfer judicial powers from administrative officers to career magistrates, and noting further from petitions from the Territory that because certain administrative officers were still acting as magistrates there might remain a feeling that the former *indigénat* system had not in practice been abolished, urged the Administering Authority to intensify its efforts to appoint more career magistrates. In the course of the ninth session, the Administering Authority stated that the establishment of a new judicial system was proceeding as career magistrates arrived to replace administrative officers acting as judges. It also stated that indigenous judges constituted more than 60 per cent of all magistrates in the Cameroons and that this percentage would be further increased when scholarship students from the Territory had completed their studies in France.

At its eleventh session, the Council adopted the following conclusion:

The Council, recalling its previous recommendation at the sixth session, notes with satisfaction that the separation of judicial and executive powers has been achieved and that the judicial autonomy of the Territory has been completed by establishing a Court of Appeal at Yaoundé.

Maintenance of order and public security

No large-scale disturbances of the peace were reported in 1951.

The *Garde Camerounaise*, with 1,200 men, maintains order in rural centres. Its cost, borne by the Territory, shows an increase of 50 million francs CFA, due to improved rates of pay.

The national *gendarmerie*, the cost of which is borne by the French State, is responsible for administrative and judicial police duty. Its strength is five officers, ninety-nine non-commissioned officers and 138 auxiliaries, who will be able to become auxiliary *gendarmes* after training. The security and police services comprise a miscellaneous staff of police superintendents and inspectors, *officiers de paix*, *gardiens de paix*, constables, clerks, etc., mostly locally recruited. A police training school set up at Yaoundé will enable indigenous inhabitants, who are granted access to all posts, to be given professional training in the Territory.

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

Integration of the Cameroons within the French Union

The representative of the Union of Soviet Socialist Republics stated that, despite the provisions of the Charter and the resolutions of the General Assembly, the Administering Authority had included the Trust Territory in the so-called "French Union". Thus, despite its special international status, the Territory had been reduced to a position similar to that of a French colony. The rights and interests of the Trust Territory were prejudiced by that union, particularly in the political field. That sphere of action had been taken away from the organs of the Territory and given to the central organs for the French Union. The indigenous inhabitants were deprived of all possibilities to administer their own Territory.

The representative of France stated that all precautions were taken to preserve the international status of the Territory. He further observed that the important representation of the Territory in the legislative organs of the French Union permitted the Cameroonians effectively to defend their interests.

Representation in parliamentary bodies

The representative of New Zealand noted that the Territory had continued its participation in the organs of government of the metropolitan country, in particular by the election, during the year, of three representatives to the Legislative Assembly by the second college and one representative by the first college. He felt that, as long as the Territorial Assembly did not possess full legislative powers, representation of the Territory in the political institutions of France provided a desirable means of giving the Territory a voice in its own government.

Development towards territorial unity

The representative of the Dominican Republic stressed the importance of measures which the Administering Authority could adopt to favour, in spite of

the great obstacles still existing, the evolution of a territorial consciousness as a basic foundation for development. He recognized that there must be an increase in political activity along with the development of economic relations, the improvement of communications and the intensification of education.

Suffrage

The representative of New Zealand noted that the reform effected by the law of 23 May 1952 had enlarged the electorate from 116,000 to 532,000. He felt that the Administering Authority deserved to be congratulated on this considerable increase. While he thought it desirable that universal suffrage should be attained as soon as was reasonably possible, he had noted from the opening statement of the special representative that this would not, in practice, add very much to the present figure. Nevertheless, the principle of universal suffrage could not fail to appeal to the Trusteeship Council as an ultimate objective for all Trust Territories. He noted also that only 280,000 electors had participated in the elections in the Territory in 1951 and that a similar situation had prevailed in the Assembly elections in March 1952. He felt sure that this proportion would almost certainly improve as the inhabitants overcame various geographical and social obstacles in the way of full participation and that the Administering Authority could help, and was helping, to achieve this objective by making the people aware of their rights, although it could not go so far as to force them to vote. He stated that it was very much to the credit of the Administering Authority that it had not interfered with the free development of political parties and that voters were left free to vote as they liked. He noted further that neither the representatives of the indigenous inhabitants nor the citizens of French status were yet convinced of the necessity for replacing the two colleges of electors by a single college. In the circumstances he felt that while the single college was desirable as an ultimate objective, the timing of this reform must be left to the good sense of the inhabitants.

The representative of the Dominican Republic felt that the electoral body was still divided into two different colleges based upon a distinction among citizens as to whether they had or had not kept their personal status. He expressed the hope that the Administering Authority would fuse these two colleges in the near future.

The representative of China noted with appreciation the progress that had been achieved in the extension of the franchise. He felt, however, that, while the increase of the electoral body from 116,000 to 532,000 was gratifying, the goal of unrestricted universal suffrage was a condition *sine qua non* of real democracy and should be kept in the forefront of future reforms. He also hoped that the single college system would soon be adopted in place of the dual college system, as it had been in Togoland under French administration. He stated, further, that the high percentage of abstentions, only 280,000 out of 532,000 qualified voters having cast their votes, was a little disappointing, and he hoped that, perhaps by the educational process, the situation was not impossible of improvement.

The representative of the Union of Soviet Socialist Republics stated that the election of the Representative Assembly and its composition evidenced the policy of racial discrimination against the indigenous inhabitants. The elections to the Representative Assembly continued to be carried out by two electoral colleges: the first was composed of the French voters and enjoyed universal suffrage; the second was composed of a limited number of indigenous inhabitants. This made it clear that, even with regard to bodies deprived of real powers, the Administering Authority wanted to make certain that the French citizens maintained their dominant position and that it continued to carry out a policy of crude racial discrimination. The indigenous inhabitants⁸⁰⁷ protested against the maintenance of two electoral colleges in the Trust Territory and stated that this system served only to protect and defend the economic interests of France and the interests of the French settlers in the Cameroons. They requested the establishment of a single electoral college composed of all voters, and that the Cameroons Representative Assembly should be granted political powers and increased responsibilities in economic and social matters.

The special representative of the Administering Authority stated that the grant of the franchise to qualified voters (*capacitaires*) was only a further step towards universal suffrage, which was the final objective of the Administering Authority. The eventual establishment of universal suffrage would *ipso facto* bring the abolition of the system of dual college. He further stated that, contrary to the affirmations of the representative of the USSR, the Administering Authority did not seek to ensure the supremacy of French citizens in elected representative organs, as was evidenced by the fact that indigenous representatives had always had a great majority in these organs.

Territorial Assembly

The representative of New Zealand noted with satisfaction that the Administering Authority was studying and elaborating measures directed toward transforming the Territorial Assembly into a legislative Assembly, and hoped that the powers of the Territorial Assembly would be steadily widened until the Territory attained a full measure of self-government. He further noted with satisfaction that the number of representatives had been increased for the elections of March 1952 from forty to fifty, and that the ratio of representatives was now eighteen chosen by the college of persons with common law status to thirty-two chosen by the college of persons with personal status, as compared with the previous ratio of twenty-four to sixteen. He observed that the official language in the Territorial Assembly was French and hoped that there would be an opportunity for some of the local tongues of the area to be used and that there would be some provision eventually for interpreters in the Assembly.

The representative of China noted with appreciation the progress achieved in the reorganization of the Territorial Assembly. However, while the increase of the African members of the Assembly from twenty-four to thirty-two was significant, he would welcome a

⁸⁰⁷ T/Pet.5/97, 99, 104.

more considerable increase in the percentage of African membership in the Assembly. The proportion of African to European membership should be rapidly brought nearer to the ratio between the indigenous inhabitants and the Europeans in the Territory, with the ultimate objective of handing over the territorial legislature entirely to the indigenous inhabitants. He trusted that in any future reorganization of the Territorial Assembly, this consideration would be clearly borne in mind by the Administering Authority. He also hoped that, in accordance with the recommendation of the Trusteeship Council adopted at its ninth session, the powers of the Assembly would be widened.

The representative of El Salvador noted with satisfaction that the membership of the Territorial Assembly had been increased. He expressed the hope that the powers of the Assembly would be broadened.

The representative of the Union of Soviet Socialist Republics stated that the existing Assembly did not have any real powers, and was simply a consultative body advising the High Commissioner. The 1949 Visiting Mission stated that the competence of the Representative Assembly was still substantially limited and that under the Constitution it was still deprived of legislative powers. Although a few reforms were introduced, the position did not change. The Trusteeship Council should recommend that the Administering Authority establish in the Trust Territory legislative and administrative organs not subordinate to any organs formed on the basis of a union between the Trust Territory and the French colonies, and that for this purpose legislative and other measures be taken to ensure the participation of the indigenous population in the legislative, executive and judicial organs of the Trust Territory.

The representative of France stated that the reform concerning an extension of the powers of the Territorial Assembly was being carefully and thoroughly examined. He observed that the present powers of the Territorial Assembly were really greater than they appeared. He further stated that the increase of African membership in the Territorial Assembly from twenty-four to thirty-two had reinforced the majority already enjoyed by the indigenous population.

The special representative of the Administering Authority stated that the increase of African membership in the Territorial Assembly was an important step toward the equal representation of all citizens.

Registration of births, marriages and deaths

The representative of Belgium considered that the extension of the *état-civil* was a happy measure which would certainly prove to be a correct one in the future.

Administration of the Territory and administrative services

The representative of the Union of Soviet Socialist Republics stated that all powers in the Territory were in the hands of the French High Commissioner, who administered the Territory through subordinate French officials. As stated in the report, the executive authority in the Territory was in the hands of French officials. All the main posts in the Administration were occupied by Frenchmen.

Regional and municipal administration

The representative of New Zealand hoped that the new Territorial Assembly would be able to agree on measures to overcome difficulties encountered in respect of the method of choosing representatives for the regional councils and that the Administering Authority would be able to report better progress next year towards the creation of these councils.

The representative of the Union of Soviet Socialist Republics stated that instead of creating democratic organs of government the Administering Authority continued to foster the anti-democratic tribal system. Tribal chiefs were paid officials in the Administering Authority's service. The 1949 Visiting Mission stated that the chiefs were completely under the supervision of Administration officials who had the right to discipline and even dismiss them. The French authorities protected the tribal authorities, who were taking the land of indigenous inhabitants and were carrying out other measures incompatible with the interests of those inhabitants. Certain petitions³⁶⁸ complained that the tribal chiefs, supported by French authorities, were abusing the indigenous inhabitants. They stated that the Administration protected the tribal chiefs and refused to investigate the complaints of the indigenous inhabitants. The petition from the Comité régional de l'Union des populations du Cameroun à Fouban³⁶⁹ stated that the Administering Authority supported the tribal chiefs in their alienation of land from the indigenous inhabitants and was imposing the authority of the Native chiefs by force. According to a petition, troops sent out by the French authorities had arrested all the people of the village of Fumbot in order to impose the authority of a Native chief. In view of the fact that the tribal system existing in the Trust Territory and encouraged by the Administering Authority was incompatible with the progressive political development of the population of the Trust Territory towards self-government and independence Administering Authority take measures to ensure the the Trusteeship Council should recommend that the transition from the tribal system to a system of self-government based on democratic principles.

The special representative of the Administering Authority hoped that the reform concerning regional councils which had been under consideration for several years would be achieved in 1952. Replying to the representative of the USSR, he stated that examination of the petitions referred to by the latter had shown that the Administering Authority sought to do justice to individuals, even though the authority of chiefs had to be impaired by its decisions. He recalled that, at its sixth session, the Council had commended the Administering Authority for not allowing traditional indigenous institutions to hinder the democratic development of the Territory.

Judicial system

The representative of New Zealand noted with satisfaction that the judicial autonomy of the Territory had been completed by the setting up of a Court of Appeal at Yaoundé.

³⁶⁸ T/Pet.5/97, T/Pet.5/101.

³⁶⁹ T/Pet.5/108.

The representative of Belgium noted with satisfaction that in the course of the year under review, the separation of the judicial and executive powers and the reorganization of the judicial system had been achieved and, in particular, that the number of tribunals had been increased.

3. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

According to the report for 1951, the Territory is now in a period of transition from an essentially agricultural and lightly-equipped economy to one which, under the strong stimulus of governmental and private investment, is completely transforming its traditional resources and methods.

The effects of this process of transition were observed in 1951. The balance of trade revealed an excess of imports over exports, as an inevitable result of capital investment in general equipment and industrialization.

Agriculture in 1951 was marked by a tendency to concentrate on valuable cash crops for export and on high-quality crops to complete successfully on difficult markets; another feature was a tendency to cultivate high-yield crops so as to effect economies in labour and in the areas under cultivation.

The report of the Administering Authority concluded that, as against the profound changes through which the Cameroons economy was passing, its vitality was shown in the various fields of economic activities.

At its eleventh session, the Council adopted the following recommendation:

One Council considers that the economic development of the Territory is proceeding along sound lines. In particular, the Council notes the expansion of trade, the implementation of the ten-year development plan, the growing industrialization of the Territory, the increase of hydro-electric power, and the increase of investments by the Administering Authority and by private individuals. In view of the relatively large number of Europeans in the Territory, the Council, while recognizing that the Administering Authority is faced with the delicate task of reconciling the economic interests of the Europeans and the indigenous inhabitants, expresses its confidence that the economic interests of the indigenous inhabitants will continue to be carefully guarded and that, in particular, their rights to land and forest resources will be fully protected.

Food and export crops

On the whole, food production has continued to meet requirements. A slight recorded decline was accounted for by the attraction of valuable export crops. This trend was being checked by the Agricultural Service's encouragement of high-output crops, such as cassava and fruit trees.

In 1951, exports of cocoa, the most important of the cash crops sold abroad, amounted to 47,000 tons, all produced by Native planters; and the Agricultural Service continued its efforts to maintain and improve further the quality of the cocoa. Coffee growing

continued to develop, 10,300 tons being exported; the area farmed by Africans increased and efforts were being made to mechanize and improve farming methods. Banana exports exceeded 55,000 tons, the African share of production continuing to increase steadily. Successful efforts having been made to interest African farmers in tobacco growing, cultivation continued to expand. A harvest of 26,650 tons of palm kernels was picked by Africans.

The station at Dschang continued the establishment of a plantation of selected trees to popularize cinchona production by Africans. Similar efforts in crop selection and protection were being made by the various agricultural stations for cocoa, local millets, groundnuts, etc.

Among the most important achievements in agriculture under the ten-year plan were the centres and stations already set up or in process of establishment. At Yaoundé, the agronomic centre was to be opened shortly, and so was the Agricultural College, with accommodation for boarding pupils; the agricultural apprenticeship centres at Maroua and Ebolowa were approaching completion; the experimental station and pilot farm at Maroua and the mechanized farming station at Guétalé were well in hand. The plan also provides for large-scale experiments in mechanized cotton cultivation, the modernization of 7,500 hectares of palm plantations, extensive experiments in mechanized rice cultivation, and the establishment at the Dschang cinchona station of a plantation containing an additional 300 hectares and of a factory with an annual capacity of ninety tons of quinine.

The report for 1951 stated that agricultural production continued to expand at its normal rate, slightly favoured by selling prices. The three Cameroons ports handled a total of 307,902 tons of exports, a figure never previously attained, representing an increase of 51.91 per cent over that of 1938. This constituted the first results of the efforts to stimulate agricultural production undertaken under the ten-year plan.

Stock-breeding

Owing to the need to improve the quality of the Cameroons livestock, numbering 600,000 head, a second stock-breeding and selection station was established at Kounden, where research work and experiments will be carried out simultaneously with the practical instruction of local farmers. In the north, where there is increasing demand from horse-breeders, the Missingléou stud-farm was moved to another site and its installations were improved.

The laboratories of the Agricultural Service were re-equipped and, also under the ten-year plan, an artificial-insemination station at Wakwa Ngaoundéré, several immunization and treatment centres, and the installation of a pig farm at Kounden in particular, were completed or were well in hand. A beginning was made on the abattoirs at Yaoundé and Douala, and the purchase of specialized equipment such as tractors, agricultural machinery and refrigerator wagons was continued. The efforts which have been started to improve the grazing lands are to cover all the stock-

breeding areas. In the north, the drilling of wells and the construction of watering places were continued.

The organization of the Territory's meat supply by the establishment of a series of cold-storage depots between the stock-breeding areas and the great centres of consumption in the south reached an active stage. A number of cold-storage plants were installed and air transport was being used on certain sections of the route.

Fisheries

The Fisheries Department consists of a special laboratory installed with funds advanced under the ten-year plan, and of research ponds. Other funds from the same source are being used for the organization of hatcheries and the construction of ponds for pisciculture in the forest zone.

Commercial fishing is still in its infancy. The installation of cold-storage plants at Douala and Yaoundé and the organization of a special research department in 1952-53 will enable it to develop.

Provident societies and co-operatives

At its sixth session, the Trusteeship Council had commended the Administering Authority on the establishment of co-operatives among the indigenous inhabitants, and had expressed the hope that the Administering Authority would foster as rapidly as possible the participation of the inhabitants in positions of increasing responsibility in those organizations. The report for 1949 pointed out that the management of co-operatives was still not infrequently in the hands of persons with insufficient training who were either willing nor able to conduct the business properly, and that since 1948 training courses had been organized by the Colonial School at Le Havre.

In 1951, the Central Supervisory Committee of the provident societies, which includes two members of the Representative Assembly, asked that the most important branches should be given financial independence. According to the report for 1951, the provident societies, which were State co-operatives, were to lose the last traces of direct administrative intervention; however, before they could be transformed into autonomous co-operative societies, the latter must themselves have achieved a degree of stability which they still lacked.

The report indicated that the co-operative movement, which was still passing through a period of adjustment, had taken firm root in the Cameroons; the participation of the provident societies in the development of production had shown itself extremely effective. The revision of the statutes of the provident societies was under consideration with a view to including the improvement of African housing among their objectives.

The Administering Authority included in its report for 1951 data and statistics on the co-operatives and the provident societies, and detailed information on the composition, resources and activities of the most important of them. In 1951, eighty-four co-operatives were in operation, with a total known membership of approximately 40,800; fifty-seven of them were agri-

cultural production organizations and sixteen were consumer organizations. The provident societies had 791,971 members; by the end of 1951, they had received loans totalling 147 million francs CFA.

The Union des populations du Cameroun³⁷⁰ in a petition submitted to the Council at its eleventh session, claimed that the provident societies operated only for the benefit of Europeans. The Administering Authority pointed out that the Provident Society at Mungo, in particular, has set up with its own resources a sawmill which was operated entirely for the benefit of its members and that the supervision of the societies by the Administration was designed to ensure that general interests came before individual interests.

Forests and mines

At its sixth session, the Trusteeship Council had requested the Administering Authority to be guided, in the matter of the grant of forest concessions, by consideration of the economic benefits accruing to the Territory, without neglecting the traditional communal rights of the indigenous inhabitants. The 1949 Visiting Mission had noted the vigorous opposition of the Africans to the Administration's programme of scheduling forests; the Council had examined various petitions protesting against certain cases of scheduling and had expressed the hope that the Administering Authority would endeavour to reconcile the requirements of forest reserve legislation with the wish of the indigenous inhabitants to have left at their disposal as much arable land as possible.

At its ninth session, the Trusteeship Council, considering the importance of maintaining adequate forest cover and noting that the population and their representatives in the Assembly had not yet understood the vital importance of doing so, had recommended that the Administering Authority should take effective steps to solve that problem, with the support of the indigenous inhabitants.

The report for 1951, which indicated the very important role played by forestry produce in the Territory's economy (exports totalled 642 million francs CFA, and the local consumption for building and heating was increasing), reported the efforts made by the Soil Bureau and the Forestry Service to educate the indigenous population in forest conservation and restoration, a problem closely linked with that of soil protection. Satisfactory results appeared to have been achieved, particularly among the Bamiléké farmers, whose lands raised problems of particular difficulty. In addition, the regulations at present in force made the fullest allowance for the interests of the indigenous population. Until the enactment of the new legislation, no new forests were scheduled in the Territory's domain.

On the other hand, the report indicated that the scheduling of certain zones, which was to be carried out under the ten-year plan, was prevented by lack of understanding on the part of the populations holding customary rights in those zones and by a request on the part of the Representative Assembly that operations should be suspended. Forestry studies and research,

³⁷⁰ T/Pet.5/97.

the equipment of the Forestry Service, the scheduling of 500,000 hectares of forest land, and the enrichment and re-timbering of extensive forest zones were also carried out as part of the ten-year plan.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its previous recommendations at the sixth and ninth sessions, regrets the opposition shown by the indigenous population with respect to the classification of forests, and expresses the hope that the Administering Authority will continue in its efforts to maintain adequate forest cover and will succeed in overcoming the hesitations of the indigenous inhabitants in this matter.

At its fourth session, the Trusteeship Council had expressed the hope that the progressive expansion of the activities of the Bureau of Mines, set up in 1948 to assist in prospecting and exploring the Territory's resources, would have the effect of greatly increasing the share of the indigenous inhabitants in the mineral wealth of the Territory.

The Territory's mining output, particularly of gold and titanium ore, suffered a serious setback in 1951 owing to a decline in selling prices. Steps were taken by the Administration and the Assembly to encourage production; other action to provide the Territory with a stable mining industry was under consideration.

The report for 1951 indicated that a vigorous drilling programme was started during the year in a search for petroleum deposits in the Douala area; operations were carried out by a company established in September, 33 per cent of the shares which are held by the Territory, 51 per cent by the Research Bureau, and 16 per cent by the Central Fund of Overseas France. According to the report, the Bureau of Mines proposes, as a regular procedure, to invite Cameroons capital to participate in any company it may establish for mining operations in the Cameroons.

Land tenure

At its sixth session, the Trusteeship Council had requested the Administering Authority to recruit a sufficient number of surveyors in order to accelerate the procedures open to indigenous inhabitants for recognition of their land rights; and the Administering Authority stated that the necessary arrangements had been made to speed up those procedures as much as possible. The Trusteeship Council had also requested the Administering Authority to give preference, as a matter of principle, to settlement projects undertaken by indigenous inhabitants themselves.

The Council had further requested the Administering Authority to define in a more precise manner the conception of "vacant and ownerless lands" and to take account, in the new legislation which it proposed to enact, both of the traditional rights of the indigenous communities and of the future economic requirements of the Territory.

At its ninth session, the Trusteeship Council had recommended that the Administering Authority, when studying draft legislation concerning real property, should take care that the interests of the African

population were adequately safeguarded when concessions were granted to non-indigenous inhabitants.

In this connexion, the report for 1951 noted that the grant of these concessions was subject to the prior approval of the Representative Assembly, in which the Africans had a majority.

The report for 1951 recalled that a local joint commission had submitted recommendations on the subject to the Ministry of Overseas France, and indicated that the plan under consideration was based on decentralization and that it was proposed to constitute a regional domain, a plan which coincided with the current regional reorganization designed to make the proposed new regional councils financially independent. Meanwhile, the Administration was making every effort to use the present laws to the greatest possible advantage and to ensure recognition of the land rights of the advantage indigenous inhabitants.

According to the 1951 report, the land in the Cameroons (total area 432,000 square kilometres) is divided approximately as follows:

	Square kilometres
(a) Land at present unusable (i.e., without very costly clearing operations).....	80,000
(b) Desert areas	95,000
(c) Pasture land	80,000
(d) Exploitable forest	82,000
(e) Surveyed mineral deposit areas.....	25,000
(f) Arable land:	
Rich land.....	60,000
Cotton and groundnut plantations ...	10,000

The 1951 report also classified the land as follows:

(a) public or private domain of the Territory, excluding the "vacant and ownerless" land: 12,757 hectares;

(b) land held under the rules of local custom: area not calculable; this includes all the land for which there are property rights but which is not covered by the land laws and has not been classified, conceded, etc.

(c) land belonging to indigenous inhabitants in respect of which proceedings for the recognition of property rights have been taken: urban land: 411 hectares; rural land: 6,351 hectares.

In addition, the land granted by concession to indigenous inhabitants amounts to 80 hectares of urban land and 2,726 hectares of rural land.

The total area of land granted by concession by the Administration under provisional and final title amounted on 31 December 1951, according to the annual report, to 740 hectares comprising, 2,501 urban concessions and 102,876 hectares comprising 898 rural concessions.

In 1951, twenty-two provisional rural concessions were granted covering 521 hectares, and twenty-two final rural concessions covering 458 hectares.

The annual report for 1951 stated that the desire of the indigenous inhabitants for affirmation of their rights to the land which they held by custom was the reason for the large number of applications for recognition of property rights. The total number of land ownership certificates issued by the end of 1951 was 1,224; applications were being dealt with by the steadily-expanding land register service.

In one of the petitions from the Union des populations du Cameroun⁸⁷¹ presented to the Council during its eleventh session, the petitioners complained of seizures of land either by the Administration or under cover of it. The Administering Authority pointed out that it had never owned the land. It added that individual ownership had spread gradually and not by any abrupt changes; that old chiefs sought to check development for their own ends; and that the customary courts were competent to give rulings in those matters. The transfers of land to Europeans were made after holding the statutory discussions; the land referred to in the petition was in a former desert area and no one had been deprived of anything; the endeavours to develop the land had stimulated the economy of the area and had helped to populate it.

Trade

The year 1951 was characterized both by a considerable increase in the volume of imports, which rose to 413,137 tons as compared with 226,442 tons in 1950 and 58,773 in 1938, and by a regular rise in exports, which totalled 307,902 tons or 236,000 tons if goods in transit and goods re-exported are excluded.

The exceptional increase in imports was due to implementation of the ten-year plan and to the increased purchasing power of the African population. Equipment material accounted for 59.5 per cent of the imports; there was also an increase in the percentage of imported foodstuffs. The general increase in prosperity had caused the traditional seasonal sales to be replaced by a continuous increase in trade throughout the year. In addition, the general rural population was better off owing to increased production and the favourable exchange rates.

The year 1951 was also marked by a rise in the price of raw materials which affected the price of wholesale goods and wage rates. The average increase in the price of goods from wholesalers in the Cameroons was 30 per cent; however, owing to special conditions on the local market the average retail price index increased by only 13.8 per cent.

Public finance and taxation

The Trusteeship Council, at its ninth session, had recommended that the Administering Authority should extend the measures which it had already taken to replace the head tax by a progressive income tax, with a view to the establishment of a general system of income tax as soon as possible.

The annual report for 1951 stated that a large part of the population was already subject to income tax and that the system was to be extended as the number of competent tax officials increased. However, the minimum tax would, for a long time yet, remain the fairest and most practical form of taxation for all the more primitive peoples. The measures contemplated included notably the complete abolition of the scheduled tax on wage-earners.

In 1951, direct taxation produced a total of 1,114 million francs, CFA, (only 310 million francs of which

⁸⁷¹ T/Pet.5/108 (for the action taken on this petition, see resolution 628 (XI)).

was obtained from head taxes), or 20.41 per cent of the receipts, as against 30.50 per cent in 1950. The report gave the basic tax rates fixed the Representative Assembly for the general tax in 1952. The basic tax rates vary from 900 francs in the *subdivision* of Yaoundé to 80 francs for certain regions of the *subdivision* of Rey-Couba. The budget estimates for 1952 were 10,021,378,000 francs CFA as compared with 6,471,457,000 for 1951 and 1,151,061,000 for 1947.

The annual report stated that housing built out of budgetary funds is classified in categories which correspond to the different administrative grades and that, in allocation it, no distinction was made between Europeans and Africans. It further stated that the sums listed under "extraordinary expenditure" were for equipment not financed out of the ordinary budgetary receipts, chapters G and H of the annual budget.

Transport and communications

The Trusteeship Council, at its sixth session, had commended the Administering Authority for its zeal in improving the road system and expressed the hope that further improvements would be made.

At its ninth session, it had again commenced the Administering Authority, and expressed the hope that the programme for road construction might be expanded and accelerated.

The road construction programme now under way was voted unanimously by the Representative Assembly. It is in several parts and when completed should provide the Cameroons with a system of roads and bridges which will meet the needs of the country's rapidly-developing economy. Three main arteries are planned — Douala-Fort Lamy, Doua-Yaoundé-Garoua-Boulai and Kribi-Ebolowa — comprising 2,760 kilometres of main roads; in addition, there are to be 1,730 kilometres of secondary roads serving these main highways.

Expenditure on the work already completed under the plan amounted to over 3,000 million francs CFA at the end of 1951.

Over 2,000 million francs CFA had been disbursed for the renewal and modernization of the railway lines and rolling stock, which is now reaching completion. Consideration of an important plan for the extension of the railway towards Lake Chad is to be resumed. Rail traffic figures (538,000 tons) were 29.3 per cent higher in 1951 than in 1950.

The traffic handled by the port of Douala rose from 250,000 tons in 1938 to 500,000 in 1950 and 633,000 in 1951. Work on the extension of wharves, channels and various installations, designed to enable the port to handle an annual traffic of one million tons, was in progress, and the secondary port at Kribi was being equipped.

There was a considerable increase in air traffic, particularly freight, during 1951; air transport was beginning to be used for the transport of building materials, meat, vegetables, etc. Plans for transporting the cotton crop from the Chad area to Douala by air were being considered. To meet the needs of this rapid development an air equipment plan had to be introduced, for which the total expenditure will be

1,500 million francs CFA. Ground installation and improvement work were already in progress at the main airports with a view to the introduction of heavy transport machines.

The report also stated that a great deal of aerial cartography had been carried out during the year.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its previous recommendations at the sixth and ninth sessions, considers that the development of transport and communications is vital to the progress of the Territory; notes with satisfaction that surface and air communication and transport facilities are being extended and improved; and recommends that the Administering Authority extend still further those facilities in the Territory, and in particular, expand the network of secondary roads.

Industry

At its fourth session, the Trusteeship Council, noting the development of new industries in the Territory, had recommended that the Administering Authority should do everything in its power to encourage and enable the indigenous inhabitants to take a full part in industrial development.

At its ninth session, it had expressed the hope that the industrial development policy would be increasingly pursued and associated with intensified training of the indigenous inhabitants in technical skills and industrial management.

Generally speaking, according to the annual report, steady progress was being made in the industrialization of the Territory. Industrial development would not reach its height until the Edea dam, which was to supply first 20,000 kilowatts and later 80,000 kilowatts of electrical power, was completed and had provided heavy industry with the copious source of cheap power which it required. The schemes contemplated and already being studied included a plan for a paper mill with an annual output of 30,000 tons, an iron and steel factory for the production of sheet iron and steel sections, a general machinery factory, a can factory, and a cement casing works.

In reply to the Council's recommendation, the report indicated that, generally speaking, at the country's present stage of economic development co-operative methods appeared to be the most suitable for enabling the indigenous inhabitants to take part in the exploitation of the Territory. With that end in view, certain credit institutions were granting favourable terms to reliable co-operatives.

Referring to the inauguration in 1951 of the Douala spinning and weaving mill, the report mentioned that the setting-up of specialized industries in the Cameroons for the first time raised the problem of training qualified indigenous labour, which could only be solved gradually; once that was solved the company expected to extend its operations.

The report stated that the Dibombari factory was staffed by one European and twenty-five Africans. An oil-processing plant, operating on the same lines as the Dibombari factory, which also was to be presented to the Territory, was nearing completion at Edea. The

report also indicated that the number of workers known to be employed in 1951 by co-operatives and provident societies was 298 Africans and one European.

Post and telegraph

In 1951, the post and telegraph system underwent a complete re-organization designed to ensure co-ordination, speed and effectiveness in the operation of all branches of the service. Furthermore, two professional training centres were established at Douala and Yaoundé in August 1951. One hundred and thirty-four trainees were admitted to the first course of one year, given gratis by European and African regular members of the staff. Many officials asked permission to attend these courses, the texts for which were published and distributed throughout the Territory.

The report for 1951 stated that new facilities were furnished to the public by the opening and alteration of post offices. Several telegraph lines were repaired. New buildings were constructed for the telephone and wireless telegraph systems and new equipment was procured. Most of these operations were carried out on the budget of the ten-year plan.

The ten-year plan and investment

The main purposes of the ten-year plan are twofold: to promote foreign and domestic trade to the greatest possible extent, in particular by opening up regions hitherto difficult of access; and to facilitate private investment, which will develop the Territory's incipient industry.

The report for 1951 singled out, among the plan's effects on the inhabitants' lives, the achievement of better conditions for industrial workers and the improvement of the quality of their work through contact with European technicians and workmen.

Private investment in new industries opened between 1948 and 1950 and still under construction exceeded investment in firms previously established. It totalled approximately 3,620 million francs CFA, including 605 million in agriculture, 1,550 million in forests, 1,465 million in industry and an additional 1,250 million reinvested. Of the total, 1,800 million francs consisted of advances from the Caisse Centrale de la France d'Outre Mer and from the Crédit du Cameroun.

A new four-year plan was to be started in 1952, dealing mainly with the works at the port of Douala, the opening of the north to trade (highways, refrigeration system and the movement of products from the Chad), and the drainage of Douala and Yaoundé.

The programmes under way, taken as a whole, made up an initial group of operations extending from July 1947 to June 1952 and represented, allowing for the revaluation of December 1951, a total investment of public funds supplied by France of approximately 16,400 million francs CFA. The financial charge on the Territory was reduced by at least 50 per cent and expenditures for scientific purposes were wholly subsidized.

Work carried out or in progress at the end of 1951 under the first four-year stage of the ten-year plan can be summarized as follows:

Agriculture, especially the establishment of research schools and centres: 347 million francs CFA allocated, 222.8 million used and 167.6 million disbursed.

Stock-breeding and fisheries, especially laboratories, wells and ponds: 142 million francs CFA allocated, 105.9 million used and 35.8 million disbursed.

Mines and forests, especially laboratories and soil and forest conservation: 82 million francs CFA allocated, 80.6 million used and 62.7 million disbursed.

Electrification and industrialization, especially Yaoundé workshops and electrification of five centres: 1,050 million francs CFA allocated, 1,015.4 million used and 887.6 million disbursed.

Highways, ferries and bridges: major arteries, secondary roads and River Wouri bridge: 4,454 million francs CFA allocated, 4,504 million used and 3,064 million disbursed.

Sea ports: wharves, floating and shore equipment, approaches, buoying, lighting: 2,276 million francs CFA allocated, 2,117 million used and 1,495 million disbursed.

Waterways and river ports: especially River Wouri control and the port of Garona: 61 million francs CFA allocated, 26.5 million used and 17.1 million disbursed.

Civil aviation: equipment of airports at Douala (class B) and six other (class C): 274 million francs CFA allocated, 188.6 million used and 102.4 million disbursed.

Public health: construction of hospitals, research institute, purchase of materials and equipment: 429.5 million francs CFA allocated, 309 million used and 224 million disbursed.

Education: construction of schools and colleges, purchase of materials: 405.9 million francs CFA allocated, 292.6 million used and 227.7 million disbursed.

Town planning and housing: plans, construction of housing for ten-year plan staff, model housing: 154 million francs CFA allocated, 132.8 million used and 114 million disbursed.

Urban and rural works: water supply, drainage, wells in the north: 553 million francs CFA allocated, 557 million used and 498.3 million disbursed.

Communications: improvement and extension of telephone, telegraph and wireless telegraphy systems: 273 million francs CFA allocated, 130.5 million used and 87.7 million disbursed.

Cartography: aerial surveys, geological map: 170.4 million francs CFA allocated, 156.9 million used and 118.4 million disbursed.

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

General

The representative of New Zealand considered that the economic development of the Territory was proceeding with vigour and along sound lines. He had been most impressed with the great expansion of hydro-electric power, the improvements of the roads and the plans for the development of industry. Production of crops and the income of the Territory and its peoples had been well maintained.

The representative of the Dominican Republic expressed the hope that the measures that had been carried out in the economic field would be multiplied in the future and would stimulate the indigenous population to participate more and more in the industrial development of the Territory.

The representative of the Union of Soviet Socialist Republics stated that in the economic field the Administering Authority was not taking steps to help the indigenous inhabitants to progress. The Administering Authority used the Trust Territory as a source of raw materials for metropolitan France and as a source of cheap labour. The Trust Territory's economy was one-sided, a characteristic feature of the colonial economy.

Replying to the statement of the representative of the USSR that the Administering Authority was exploiting the Territory for the benefit of the metropolitan country, the special representative of the Administering Authority stated that it was true that the Administering Authority did promote the economy of the Territory by encouraging the production of export crops, but this stimulation did not prevent the development of local industries.

Food and export crops

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had devoted all its efforts to increasing the production of export crops. There had been a constant growth in the export of such products as cocoa, bananas and coffee. The area of land devoted to the cultivation of export crops continued to increase. In 1948, it was 163,786 and in 1951, 401,995 hectares. The export of such crops amounted to 115,815 tons in 1948 and 153,035 tons in 1951. On the other hand, the area devoted to the cultivation of food crops had been steadily decreasing since 1949; in 1949, this area amounted to 1,196,268 hectares and, in 1951, to 1,151,650 hectares, a reduction of more than 44,000 hectares. The production of food crops had also decreased; 2,172,750 tons were produced in 1949, while 1,936,590 tons were produced in 1951, a reduction of 236,000 tons. He also stated that the export crop plantations of the settlers were developed by modern methods of cultivation while the land of the African population, as well as the stock-raising, were developed according to the old primitive methods. The indigenous inhabitants could not improve their living and could not achieve for themselves and their families human conditions of life.

The special representative of the Administering Authority stated that the area devoted to industrial crops had not increased considerably at the expense of the area devoted to food crops. He pointed out that, whereas no mention was made in 1948 as to the area devoted to cultivation of palm trees, it was mentioned in the report for 1951 that 208,000 hectares were devoted to cultivation of this export crop. The increase of the land devoted to cultivation of export crops did not exceed 32,000 hectares, i.e., 9 per cent. As regards the diminution in the area devoted to food crops, there was no reason for concern, as it was compensated to a considerable degree by the increase in the imports of foodstuffs. The Administering Authority was giving attention to the matter.

Forests

The representative of New Zealand expressed the hope that the Territorial Assembly would overcome its hesitations about the classification of forest lands and co-operate with the Administration in this respect.

The representative of Belgium regretted the opposition which had been shown with respect to the classification of forests. He considered that this classification, which was far from constituting an alienation or expropriation, was one of the conditions which were essential for a prosperous future. He hoped that the persuasive efforts of the Administering Authority would be successful.

The representative of the Union of Soviet Socialist Republics stated that in its petition³⁷² the community of M'Balmayo protested against the classification of certain forest lands belonging to it. Despite such protests, the Administering Authority continued to carry out its policy of alienating the lands of this community in the guise of the so-called classification of lands. The concessions, made to Europeans as far back as 1949, were equal to 2,300,000 hectares of land.

The special representative of the Administering Authority pointed out that the forest concessions did not constitute an alienation of land. The forest concessions, far from reducing the wealth of the country, contributed to the renewal of one of the main resources of the Territory.

Land tenure

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority continued to carry out the colonial policy of alienating lands from the indigenous population for the benefit of Europeans. The 1949 Visiting Mission had received a number of petitions protesting against such policy. This continued to be true up to the present time. In the area of Bamiléké the chiefs and the members of the Representative Assembly had expressed their dissatisfaction with the land concessions made by the Administering Authority to Europeans. One of the typical petitions received by the Visiting Mission³⁷³ stated that the tremendous resources of the Territory had been ceded, finally and exclusively, to the large European companies and undertakings. Although the lands and forests of the Territory belonged to the people of the Cameroons, the latter dreaded the day when they would cease to be the owners and become the beggars. A few agricultural and forestry companies and about twenty big planters shared four-fifths of the forests and cultivable lands of the Territory. The attitude of the indigenous inhabitants was indicative of their mood and temper with regard to the policies of the Administering Authority. More recent petitions, such as T/Pet.5/111, complained about the alienation of lands carried out either by the Native chiefs supported by the Administering Authority or by the Administering Authority itself. The representative of the USSR stated that the Trusteeship Council should recommend that the Administering Authority return to the indigenous population the lands alienated from it in any way and that it should not in future allow the alienation of land belonging to the indigenous population.

³⁷² T/Pet.5/98.

³⁷³ T/Pet.5/56-4/31.

The special representative of the Administering Authority stated that the accusation concerning the alienation of indigenous lands for the benefit of Europeans was absurd. The annual report pointed out that land ceded by the Administration amounted to about 103,000 hectares, i.e., 0.8 per cent of the total area of the Territory.

Trade

The representative of New Zealand noted that the Administering Authority saw no cause for alarm in the excess of imports over exports and trusted that this attitude was justified. He felt, however, some slight concern about this situation, although he fully recognized that the large amount of capital equipment being imported should increase production.

The representative of the Dominican Republic noted that the negative trade balance of 1951 was caused by the increasing importance acquired by investments for industrialization and equipment. While he believed that the Territory, as it equipped itself and became mechanized, also became richer, nevertheless he thought that it was important to keep this movement from excessively burdening the public treasury since this might bring about a deficit situation which it would be difficult to overcome with the resources of the Territory only.

The representative of Belgium considered that the increase in the number of imports and the nature thereof revealed the faith of the Administering Authority in the future of the Territory. He felt that the momentary superiority of imports, as opposed to exports, which was due to the planning for equipping the Territory, should give rise to expressions of satisfaction, as nothing had been neglected in developing the volume of exports.

The special representative of the Administering Authority stated that the local administration would make every effort to promote production for export, both as regards quantity and value.

Public finance and taxation

The representative of the Union of Soviet Socialist Republics stated that up to the present time a head tax continued to be raised in the Trust Territory. This head tax was not levied according to the ability to pay or to the property qualification of the inhabitants. The Trusteeship Council should recommend that the Administering Authority take steps to replace the head tax by a progressive income-tax system, or, at least, by a system of income tax taking due account of the property status and taxable capacity of the population.

The ten-year plan and investment

The representative of New Zealand congratulated the Administering Authority on providing 50 per cent of the capital devoted to the ten-year plan. He also stated that the fact that part of the capital investment was private was evidence that private investors had faith in the economic future of the Territory.

4. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Outline of conditions

Owing to the rapid development of the Cameroons, social problems are becoming increasingly acute. The

increase in the number of public and private works has meant shifts in the population and the birth of a proletariat which must be adapted to new living conditions. In the country a prosperous peasantry, particularly well-educated and open to reforms, has also grown up, and it too feels new needs.

The advances made by the social services, in particular in improving living conditions and productivity among the workers, are regarded by the Administering Authority as encouraging and promising well for the future.

The percentage of expenditure on social services in the Territory's budget increased from 24.92 in 1950 to 24.47 in 1951, i.e., 1,578,408,000 francs CFA.

Population

In January 1951, the African population of the Territory was 3,062,835 and the European population 13,733, of whom 11,482 were French.

According to the 1951 report, the increase in the European population, which was 3,875 in 1946, is explained by the need to provide key staff for the speedy advancement of the Territory, particularly its economic development. The report stated that at the beginning the influx of Europeans caused some anxiety among the Africans, but that this feeling disappeared in the face of the country's rapid development under the impact of European teachers, financiers, technicians, industrial workers and tradesmen. Moreover, the Representative Assembly was not generally opposed to this immigration; but it demanded that all immigrants of doubtful morality should be carefully and strictly excluded.

The African inhabitants of the relatively poor areas continue to be attracted to the towns; the opening up of these areas by improved transport makes the exodus of the young people towards the towns even easier. On the other hand, in rich farming areas, owing to a rapid improvement in living conditions, the villages are discovering a new life and are expanding.

General statistics, standards of living

At its fourth session, the Trusteeship Council, noting that the indigenous wage rates were frequently low and sometimes did not exceed the minimum subsistence level, had recommended that the Administering Authority should make a special study of the problem of wages and standards of living among the indigenous population and had urged it to take all possible measures to raise the wage level and to improve the standard of living. At its sixth session, the Council repeated its recommendations and expressed the hope that the results of the study of standards of living conducted in the Territory in 1949 on the Administration's instructions would be laid before the Council in 1951.

In the course of the ninth session, the Trusteeship Council had urged the Administering Authority to continue its study of standards of living, to review minimum wage rates at frequent intervals, and in general to make every effort to see that wage rates continued to increase sufficiently rapidly to compensate for higher prices.

The report for 1951 stated that during the year preliminary surveys were undertaken to enable methods of investigating standards of living to be established; when they had been completed, the investigation would be extended to all the subdivisions. It also stated that the national income, considered as the annual total of income paid to productive workers, had been calculated for 1950. The figures given were as follows:

	Millions of francs CFA	Per cent
Income from agriculture and stock raising	21,240	68.3
Wages and salaries	6,167	19.9
Industrial and commercial companies	2,505	8.1
Other income	1,155	3.7
Net national income	31,067	100
Average income per head per year	10.117	(francs CFA)

The net national income appeared to have risen to 32,500 million francs for 1951, i.e., an increase of 5 per cent.

As regards the cost of living, the statistical service prepared a retail price index, a study of which showed an increase of 13.8 per cent between November 1950 and November 1951. The study also showed that, owing to the virtual abolition of profit margins, the price increase for imported articles was only 9 per cent against an average annual increase of 28 per cent. Moreover, whereas the retail price index for European at Douala rose 14 per cent, the consumer price index for African labourers increased by only 8.9 per cent.

According to the 1951 report, the rise in the cost of living was largely compensated by other factors and in that year there was in fact an appreciable increase in the purchasing power of the indigenous inhabitants. The following table gives the indices for wages and retail prices for local products:

	1938	1945	1946	1947	1948	1949	1950
Nominal wage index...	100	250	334	1,000	1,250	2,000	2,667
Price index.....	100	266	361	475	806	1,118	1,383
Purchasing power index	100	94	92	210	155	178	193

The increase in purchasing power was also shown by the growing demand among the indigenous inhabitants for imported foodstuffs, including flour, rice, sugar and preserves, and for other articles, such as clothing and household equipment, hitherto bought by European customers.

During 1951 municipal restaurants organized for the workers at Douala served an average of 1,000 meals a day at 20 francs, and (from June onward) 1,670 light breakfasts. Special shops, open to workers with families, sold staple consumer goods, especially fresh fish, at the lowest possible prices.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting with satisfaction that the statistical services have been developed and modernized to such an extent that scientific and methodical inquiries can be conducted into the standard of living of the different social categories of the indigenous inhabitants; noting also with interest the figures presented in the

annual report for 1951; expresses its confidence that the Administering Authority will supply more detailed information in its next annual report.

Labour and manpower

At its fourth session, the Trusteeship Council, noting with satisfaction the statement of the special representative that the French Parliament was then working on labour legislation designed to fill the gap left by the absence of a suitable labour code, had expressed the hope that the Administering Authority would complete such legislation and would secure its enactment at an early date. At its sixth session the Council, aware that the Administering Authority had had to bring European skilled workers into the Territory and recognizing that their assistance could be beneficial to the Territory at the present stage of its development, urged the Administering Authority to accelerate the training of indigenous inhabitants in the technical skills concerned.

The number of wage earners in the Territory is about 120,000, or 3.8 per cent of the population. The greatest concentration, 34 per cent, is found in the area around Douala, and the lowest proportion, 0.6 per cent, in the north. The following table gives the distribution of wages-earners by branch of activity:

	Per cent
<i>Public employment</i>	
General administration	2.5
Technical services	26.3
<i>Private employment</i>	
Agriculture	17.8
Forests	6.8
Mines and industry	8.5
Building and transport	17.7
Trade and banking	10.2
Domestic servants	10.2

According to the 1951 report, the chief labour problem in the Cameroons is that of improving output and vocational training, two factors affecting wages.

The Service de l'Instruction Publique is devoting itself to giving a sound vocational training to the greatest possible number of young people; but this is a somewhat long-term policy. In order that no time may be lost, an adult training centre has been set up at Douala. Its organization was completed in 1951.

During the year the supply of labour continued to be greater than the demand. The principle of equal pay for equal work was only very rarely disputed, and was spontaneously applied by employers. Breaches of labour regulations, which were rare, were usually settled by conciliation. In 1951, there were five strikes lasting less than one day and two strikes lasting one to three days, all of which were settled by the Inspectorate of Labour.

The number of trade unions in 1951 was 128, as against 139 in 1950, and the number of union workers stayed the same at about 20,355. The report drew attention to the tendency of the Cameroons trade union movement to become independent of the metropolitan union headquarters and to develop features of its own. The report also indicated the African worker's unwillingness to pay union dues, which he regards as payments without immediate and concrete return, and the absence of educated trade-union leaders.

An agreement supplementing that concluded in 1950 was made in January 1951 between employers and employees to fix wage rates for the towns and regions in the interior of the Territory.

Nothing new was reported for 1951 concerning labour legislation. By the law of 11 April 1946, labour enjoys freedom of engagement, movement, recruitment, etc.

The Labour Code, which was undergoing a second reading in the National Assembly, will probably enter into force in 1952.

Human rights and fundamental freedoms

The 1951 report indicated no change in the rights and freedoms in force in the Territory.

A petition³⁷⁴ from the Union des populations du Cameroun complained of the absence of freedom of speech. In its resolution³⁷⁵ on the petition, the Council drew the attention of the petitioners to the observations of the Administering Authority to the effect that there was no foundation for such a charge.

Status of women

One of the most important questions raised by the emancipation of women is that of the dowry; it is generally considered that polygamy and the maintenance of the dowry paid to the wife's parents may well be responsible for the inferior position of African women. A decree of 14 September 1951 now governs monogamic marriage and gives girls who have reached majority the right to marry despite the opposition of their parents.

According to the annual report, it was hoped to speed up the emancipation of women by granting scholarships, training nurses, teachers, typists and students, and sending domestic science teachers and social workers to the villages. Nevertheless, the solution of the problem lay in a far-reaching change in traditional customs, which would necessitate a strong movement of public opinion.

At its ninth session, the Trusteeship Council had recommended that the Administering Authority should take all feasible measures to ameliorate the position of women in the Territory.

In addition, information was requested on the number of indigenous women who possessed the right to vote and on those who had exercised it. The annual report stated in reply that the numbers were unknown since voters were registered without distinction of sex. The proportion of male to female voters was about 60 to 40. Women voted in the same proportion as men; a little under half the women voters abstained.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its previous recommendation at the ninth session, welcomes the adoption of the decree of 14 September 1951, which governs monogamic marriage and gives girls who have reached majority the right to marry despite the opposition of their parents; and, while noting with satisfaction the improvement in the status of women, nevertheless expresses the hope that the Administering Authority will further its efforts to achieve a greater improvement in the status of women in the Territory.

Racial discrimination

At its fourth and sixth sessions, the Trusteeship Council had congratulated the Administering Authority on the measures taken to eliminate discrimination

³⁷⁴ T/Pet.5/97.

³⁷⁵ Resolution 622 (XI).

practices by individuals and had urged it to continue its efforts to eliminate all forms of racial discrimination from the Territory. At the ninth session of the Council the special representative stated that the Administration was attempting to eliminate the last traces of what might be interpreted as racial discrimination.

The report for 1951 stated that French law did not allow discrimination on grounds of race, sex or religion. At the local level, the Government was continuing to apply this principle strictly in all fields and by every means in its power.

One of the petitions from the Union des populations du Cameroun³⁷⁶ maintained that there were still instances of discrimination against Africans in the Cameroons. The Administering Authority explained that of the two establishments referred to in Nkong-samba, one was a private club fully entitled to refuse admission to non-members, and the other a hotel, which received all African and European guests who were correctly dressed. The Dschang Cure Centre was a rest centre with insufficient accommodation for the numerous applicants for admission.

Medical services

At its fourth session, the Trusteeship Council had welcomed the Administering Authority's statement that it was determined to find a way of increasing the number of doctors and nurses so that the Territory would be adequately equipped in this respect. At its sixth session, noting that according to the 1949 Visiting Mission the African population showed great confidence in the medical services in the Territory, and noting that certain shortcomings still existed, the Council expressed the hope that the Administering Authority would do its utmost to increase the number of African medical personnel and recommended that more intensive efforts should be made to bring adequate medical care within the reach of all.

At its ninth session, the Trusteeship Council had urged the Administering Authority to continue to ensure the widest possible provision of medical facilities in the Territory and, to that end, further to intensify its efforts to train African medical personnel.

During 1951 the medical services had an appropriation of 652.5 million francs CFA out of the Territory's budget, i.e., 12.9 per cent, as against 12 per cent in 1950, and, in addition, 435.5 millions out of the special budget of the ten-year plan for building and the purchase of technical equipment and vehicles.

By the end of 1951 the number of medical personnel had risen to 3,216, including 150 Europeans.

The report for 1951 showed that the numbers of skilled medical personnel at the end of 1951 were as follows:

	Public medical services	inde- pendent practi- tioners	Private medical services Under- takings	Missions	Total
Doctors	53	8	2	16	137
African doctors	58				
Pharmacists ...	5	12		1	18
Dentists	2	3		1	6
Midwives and nurses	34		1	27	62

During the year there was an increase of nine doctors, two dentists, six State nurses and twenty-one local nurses, and further increases were expected for 1952. This personnel included Africans who possessed Metropolitan State diplomas (three doctors of medicine and three midwives), and the general body, some sixty-six strong, of African doctors and pharmacists with local diplomas. Several of the latter (including three doctors) were continuing their studies in France for the State diploma. Four other physicians of the African *cadre* were continuing their studies in the Cameroons, with the aid of the medical service, for the same purpose. In addition, of the 260 scholarship holders engaged in secondary and higher studies in France, a number intended to take up medicine.

According to the 1951 report, the health service continues its determined efforts in the all-important field of maternal and child welfare, but quite often it still comes up against unwillingness or amiable passivity.

The maternal and child health centres at Douala and Yaoundé were reorganized in 1951 and placed under the direction of women medical specialists. Eight clinics were built in various quarters of Douala. Special funds (7 million francs in 1951) enabled soap, salt, meat, milk, baby clothes, blankets, etc., to be distributed.

The special project for the protection of school children, apart from consultations for school children in the medical centres, has according to the report been entrusted to the independent school medical inspection service, directed by a woman medical specialist.

A careful record is kept for each school child. At Douala, in the last three months of 1951, 4,874 school children out of 5,250 on the register were examined and the results recorded. Of these children 538 were Europeans. Eighty-seven teachers and monitors were given a complete clinical examination and blood tests. In the Territory as a whole, 70,808 children were examined in 1951, and 213,242 consultations were given.

According to the report for 1951, the medical services at the end of 1951 were as follows:

(a) Public medical services	Number	Number of beds
<i>Establishments</i>		
Central hospitals	4	1,165 to 1,290 beds
Establishments in regional chef-lieu	17	1,700 "
Establishments in chef-lieu of subdivisions	19	1,111 "
Dispensaries	18	120 "
Large dispensaries	61	-
Small rural dispensaries	126	-
Sleeping sickness centres	2	130 "
Leprosy centres	32	4,120 "
Mental hospitals	3	31 "
TOTAL	134	8,377 to 8,462^a beds
 (b) Private medical services	 Number	 Number of beds
<i>Establishments</i>		
Hospitals	11	1,598
Dispensaries	5	234
Rural dispensaries	36	
Leprosy centres	9	2,470
TOTAL	61	4,302

^a Including 134 first-class beds.

The report for 1951 stated that, taken altogether, the figures for hospital cases were decreasing every year (2,123,905 African hospital patients in 1951 as against 2,443,834 in 1947) both in ordinary hospitals and in sleeping sickness and leprosy centres (1,128,742 in 1951 as against 1,553,790 in 1947). The cause of this decrease was partly that the foci of infection of sleeping sickness were now well defined and far less active, and serious cases were becoming much rarer owing to the use of new therapeutic methods, and partly that the establishment of new light mobile teams made it possible to care at home for patients requiring lengthy treatment.

The figure for consultations rose in 1951 to 5,136,447 for 1,594,465 African patients (as against 3,915,570 consultations for 1,227,549 Africans in 1947). To this figure must be added the consultations given by the teams of the service of mobile health and prophylaxis. During 1951, the eight mobile tracer groups surveyed about 50,000 square kilometres and checked 380,578 inhabitants, of whom 298,222 were examined, treated or vaccinated.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting with satisfaction that the expenditure on public health has increased to 12.9 per cent of the total ordinary budget of the Territory, and that, in addition to this appropriation, 435.5 million CFA francs out of the special budget of the ten-year plan have been devoted to building and purchase of technical equipment for the public health service; noting further that the Administering Authority has co-operated in the field of public health with the World Health Organisation; reiterates its previous recommendation at the fourth and ninth sessions and, in particular, recommends that the Administering Authority continue to ensure the widest possible provision of medical facilities in the Territory and to this end further intensify its efforts to train African medical personnel.

Nutrition

The Trusteeship Council, in its resolution 300 (VII), invited the Administering Authorities to continue to explore, in co-operation with the specialized agencies of the United Nations and with competent scientific bodies, the possibility of utilizing the latest scientific methods in the improvement of nutritional standards among the inhabitants of Trust Territories.

The report for 1951 stated that a great effort had been made to increase the supply of protein in the inhabitants' diet through the transfer of meat from the north to the highly-populated areas in the south, the preparation of dried salted meat that had been started in 1951 with assistance from the Territory, and the promotion of increased fish supplies through the free provision of fry. Although the rural population ate a large amount of food, the proportion of carbohydrate to protein in their diet was incorrect.

Work on water supply to the large centres was concluded at Yaoundé and was in progress at Douala, which was expected shortly to receive 9,500 instead of 4,500 cubic metres of water a day, representing the first stage in the proposed scheme. Work was completed at Nkounssamba and Edéa. In addition, heavy mechanical equipment was to be used to sink wells in the north.

Social Service

The very much larger appropriation allotted to the Social Service by the Representative Assembly made it possible to extend the Service's activities. During 1951 "social, family and educational centres", organized according to the results of the pilot projects at Douala, were set up in six new areas. The Service's activities are carried out chiefly by nine social workers, assisted by some fifty African women; the report stated that most of these had developed the militant social spirit essential for effective work.

In November 1951, with the assistance of the Administration, the Catholic missions founded a social centre at Douala to train students for the first and second *brevet social et familial*; the centre is for African girls who wish to continue their studies with a view to taking up social and medico-social careers in public and private service.

In addition, the Service organized popular courses through kindergartens. These were very well attended and classes were given twice a week in domestic science, child care, hygiene and first-aid. There were seven kindergartens in operation, five of them at Douala. The requests for admission outran the number of places.

The Social Service, which had an appropriation of nearly 40 million francs CFA, also organized home visits and consultations, maintained reception centres and small dispensaries, and carried out numerous investigations, particularly into industrial accidents. The social welfare work organized by the Catholic and Protestant missions received assistance from the Territory. Among these activities the report singled out the interesting work done by the "social secretariat", the purpose of which was to awaken a European and an African *élite* to the existence of social problems and to bring the two closer together by joint examination of those problems.

Prisons system

At its fourth session, the Trusteeship Council had recommended that the Administering Authority should devote its attention to the rehabilitation of juvenile delinquents. It also recommended that the Administering Authority should study the prisons system, with a view to establishing prison conditions no less favourable to the indigenous prisoners than to the Europeans.

The report for 1951 stated, in regard to juvenile delinquency, which was in practice limited to Douala, that the Administering Authority was continuing its efforts to rehabilitate juvenile delinquents and that the development of the Social Service made it possible to increase preventive action. However, it was not possible to recruit the necessary specialized personnel until the end of 1951. The Representative Assembly voted the necessary funds for the establishment of an institution for unfortunate and morally abandoned children. The report added that by the beginning of 1952 methods of rehabilitating juvenile delinquents, who would be grouped in several specialized centres, should have been entirely overhauled.

An order of 15 September 1951 set up a prison camp at Edéa, close to the dam construction settlement. The construction company undertook to be responsible for training the prisoners, under the supervision of a com-

mission consisting of administrative, judicial, medical and technical authorities, with two representatives from the Representative Assembly.

The Union des populations du Cameroun stated in a petition submitted to the Council at its eleventh session³⁷⁷ that European prisoners enjoyed in prison privileged conditions not allowed to African prisoners. The Administering Authority stated that the allegations made in this petition did not tally with the latest reports of the Control Commissions for the Dschang and Nkongsamba prisons, which consisted of persons outside the Administration presided over by the *juge de paix*. Every prisoner was provided with a bed, blankets and clothing, individual mess-tins and spoons. The water fatigue duties were not unduly excessive and would be abolished when the water distribution system under construction was completed.

In a resolution³⁷⁸ on this petition, the Council hoped that the Administering Authority would continue to improve conditions in the prisons of the Trust Territory.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting with satisfaction the intention of the Administering Authority to improve the penitentiary system in the Territory, expresses the hope that the projected reforms will be carried out in the near future; and requests the Administering Authority to provide full information on the matter in the next annual report.

Housing and town planning

Over-population of towns continues to make housing conditions difficult for both Africans and Europeans. In 1951, 129 houses were built for African officials. A building society has been founded on the ten-year plan budget to assist Africans to buy suitable housing; the provident societies are directing their attention to building.

Private investment in housing at Douala and Yaoundé since 1945 had been estimated at 3,652 million francs CFA. The annual report stated that at Edéa and Eseka comfortable housing estates had been built by the construction companies for their employees.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting that overcrowding in the principal towns continues to make housing conditions difficult for both Africans and Europeans; noting further that the Administering Authority, in addition to building new houses, has taken many other measures to overcome the housing shortage, as well as to develop plans for improving housing throughout the Territory, considers, nevertheless, that many problems connected with housing require study and action, and expresses the hope that the Administering Authority will vigorously pursue its programme for dealing with the problems.

The Council requests the Administering Authority to provide full information on the matter in its next annual report.

³⁷⁷ T/Pet.5/97.

³⁷⁸ Resolution 622 (XI).

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

General

The representative of the United States of America noted the important social developments registered during the year under review, including improvement in health and social services and efforts to combat problems resulting from the increased organization of the population. While fully appreciating these advancements and aware of the difficulties faced by the Administration in its efforts to improve the social services, he expressed the hope that the Administration would be able to give even more attention to such problems as housing in the urban areas and the extension of social services generally.

Standard of living

The representative of the Union of Soviet Socialist Republics stated that according to one petition³⁷⁹, the standard of living of the worker was extremely low, a situation deriving from a policy based on the principle of inequality of the indigenous inhabitants of the Territory and Europeans. This principle took such a deep root that the general striving of the indigenous inhabitants toward improving their standard of living had been completely ignored.

Labour and manpower

The representative of the Union of Soviet Socialist Republics stated that a hired labourer received a pitiful wage in the Territory. For instance, in Douala an unskilled worker received in 1951 forty-four American cents per day.

Status of women

The representative of New Zealand noted with satisfaction the improvement in the position of women effected by the decree of 1951.

The representative of the Dominican Republic expressed concern about the status of women in the Territory. While noting the progress achieved during 1951, he expressed the hope that the Administering Authority would continue to pay attention to this problem and would persist in its efforts to achieve a greater improvement in the status of women.

Racial discrimination

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was following an anti-democratic policy in the Trust Territory and that it was allowing the practice of racial discrimination and the crude violation of the interests of the indigenous inhabitants. It was stated in a petition³⁸⁰ that racial discrimination continued to exist in the Territory and that, in the matter of wages and social and economic relations, particularly in Douala, which is considered to be the most progressive centre, there were signs in offices and shops indicating that certain counters were for Europeans, and certain others for Africans. The 1949 Visiting Mission had heard

³⁷⁹ T/Pet.5/71.

³⁸⁰ T/Pet.5/89 and Add.1.

complaints concerning racial discrimination in medical services, where Europeans had certain advantages not accorded to Africans. It had also discovered the existence of racial discrimination in the prisons of the Territory. In another petition³⁸¹ it was stated that in the Trust Territory there were hotels and clubs which excluded Africans, and that racial discrimination was practised in prisons, where indigenous inhabitants were served food considerably worse than that of European prisoners and were forced to do unbearably hard work. It was stated, further, that the administrative and judicial organs paid no attention to the complaints lodged by Africans against Europeans. The representative stated that the Trusteeship Council should recommend that the Administering Authority put an end to the anti-democratic policy pursued with regard to the indigenous population, the policy marked by racial discrimination and gross violation of rights and interests of the indigenous population of the Trust Territory.

The special representative of the Administering Authority stated that the accusation regarding racial discrimination was completely unfounded, and pointed out that the second magistrate of the French Republic, the President of the Council of the Republic, was not a European.

Public health

The representative of New Zealand noted that expenditure on public health had increased to 12.9 per cent of the total and that great strides had been made in this field. He also noted with satisfaction the co-operation of the Administering Authority with the World Health Organization.

The representative of the Union of Soviet Socialist Republics stated that the situation in the field of health continued to be unsatisfactory and that the Administering Authority was not taking the necessary steps to improve it. The lack of necessary medical services and ignorance and poverty were responsible for the high mortality rate and were leading to the gradual extinction of entire tribes. In its report, the Administering Authority itself referred to the extinction of the Foulbé tribe as well as to the high mortality rate among the so-called pagan tribes. The number of qualified medical personnel was not sufficient to meet the requirements of the Territory. In 1951, there were fifty-three doctors while in 1933 there were fifty-six. Thus, in eighteen years, the number of doctors has decreased by three instead of increasing — and this was for a Territory with a population of over three million. The Trusteeship Council should recommend that the Administering Authority should increase the budgetary appropriations for health needs.

The special representative of the Administering Authority pointed out that the figure of fifty-six doctors in 1933 represented all doctors practising in the Territory at that time, whereas the figure of fifty-three doctors in 1951 included only those doctors who were employed by the Administration. Sixteen private doctors and fifty-eight African doctors should be added to this number; thus the total number of doctors for 1951 amounted to 127. As regards the allegation con-

cerning the extinction of entire tribes, he stated that the report only pointed out that the Foulbé race was disappearing by absorption and inter-marriage. There was a great difference between that and the genocide of which the representative of the USSR accused the Administering Authority.

Prisons system

The representative of El Salvador noted the intention of the Administering Authority to improve the penitentiary system. He expressed the hope that visits to the prisons would be more frequent and that penitentiary reforms would be carried out in the near future.

5. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

At its sixth session, the Council, noting from the report of the Visiting Mission that opportunities in the Territory for secondary education and for teacher and technical training were somewhat limited, had recommended that the Administering Authority should intensify its efforts to develop them.

The Trusteeship Council at its ninth session, considering that advances in the political, economic and social fields depended to a large degree upon educational facilities, had noted with approval that public education in the Territory was free and that the number of pupils and the amount of funds appropriated to education had increased; but it had noted with concern the large number of children and adults still lacking knowledge of the first rudiments, and had expressed the hope that adequate steps would be taken to provide educational facilities at all levels with particular emphasis on progress toward the establishment of compulsory primary education.

According to the 1951 report, the general objectives of the Administering Authority's educational policy remained unchanged: they were the gradual extension of primary education to all children in the country, and the guidance of the most gifted youths leaving the elementary schools towards secondary studies, manual trades and technical education. However, during 1951 the urgency of certain aspects of the educational problem called for early efforts in three specific directions: (a) more instruction in the early years of secondary education so as to give the country quickly the educated personnel of which it has an increasing need, such as administrative staff, teachers and technical personnel; (b) a more rapid rate of expansion of education for girls; and (c) the adoption, by a decision taken in July 1951, of a programme, aimed at doubling within five years the present number of persons with schooling. The achievement of this aim had become one of the major concerns of the Territory's educational policy.

In support of this policy of intensifying education, a Bureau of Educational Studies was established in October 1951. Its work includes the study and preparation of manuals suitable to the Cameroons, and the study of a system of fundamental education. In addition, a fifth inspector of primary education was to be appointed.

³⁸¹ T/Pet.5/97 and Add.1.

At its eleventh session, the Council adopted the following recommendation:

The Council notes with satisfaction that further progress has been made in the field of education and, in particular, the increase in the budgetary appropriation for education and the continued efforts to increase the number and improve the quality of the teaching staff; it considers, nevertheless, that efforts should be intensified in this field. The Council recommends that the Administering Authority further the educational advancement of the Territory, more particularly by extending education to women and by expanding technical education, the teacher-training programme and by promoting vocational and adult education.

Public education budget

A total of 480 million francs CFA was appropriated in the local budget for educational expenditures for 1951, i.e., 12 per cent of the budget, as against 332 million in 1950. A large part of this sum was for operating expenses; 80 million of the 1951 appropriation was for new construction of elementary schools. Almost one-quarter of the school budget, 117 million, was allocated to private instruction in the form of subsidies for such objects as the purchase of supplies, the construction of buildings and the payment of an allowance to all teachers holding an official diploma. A total of 2,500 million francs CFA had been assigned from the funds of the first four-year plan of the ten-year plan for the construction and outfitting of new school buildings. Of this sum, only 372.9 million had been allocated by the end of 1951. The 1951 report explains that the execution of the planned programme was delayed by the initial problem of finding the enterprises that would have to do the huge volume of work. The report pointed out that, as this situation had now improved considerably, the execution of the planned programme of school construction would no longer be delayed by such difficulties.

Primary education

According to the 1951 report, a complete course of public primary education is given in the principal schools. Classes are divided according to the following scheme:

	<i>Years of age</i>
Language introduction section.....	6 to 10
Preparatory section	8 to 11
Elementary course 1.....	9 to 12
Elementary course 2.....	10 to 13
Intermediate course 1.....	11 to 14
Intermediate course 2.....	12 to 16

The total number of children attending public and private primary schools increased in 1951 to 140,582 as against 128,914 in 1950. The following table shows the distribution compared to 1950:

<i>Public education</i>				<i>Private education</i>			
<i>Boys</i>		<i>Girls</i>		<i>Boys</i>		<i>Girls</i>	
1950	1951	1950	1951	1950	1951	1950	1951
21,776	22,185	4,906	6,409	87,308	94,646	14,923	17,342

The number of schools increased from 181 in 1950 to 203 in 1951, i.e., by sixty-six new classes. Assistance from the local budget to missions has enabled them to improve many of the small schools which previously gave only religious instruction in the local languages and could not be subsidized.

The three essential problems which primary education still faces are: balancing the distribution of schools (the north is lagging behind the southern regions); developing education for girls, the most effective method for bringing about the social advancement of women; and improving the quality of the instruction given in mission schools.

Primary education is completely free in the public schools. Various fees are charged in the private schools but all are very low. There is a system of scholarships for pupils who have to be boarded at public and private schools; more than 600 of these scholarships were granted in 1951.

Secondary education

According to the 1951 report, there are two types of secondary education: the long classical or modern course, absolutely identical with that given in France, which is given at the Lycée Leclerc at Yaoundé and the classical college at Douala; and the short modern course leading to the elementary certificate or the certificate in initial studies, which is given at the other secondary institutions.

The 1951 report listed secondary educational institutions and the students attending them in 1951 as follows:

<i>Public secondary education</i>	<i>Number of pupils</i>
Lycée Leclerc at Yaoundé.....	581
Nkongsamba College	274
Girls' modern college at Douala.....	92
Supplementary course at Garoua.....	70
Supplementary course at Bertoua.....	25
National vocational school at Douala....	162
	<hr/> 1,204
<i>Private secondary education</i>	
Teacher-training school at Foulasi.....	64
Higher primary school at Foulasi.....	61
American Protestant Mission (Lilamba)	190
French Protestant Mission (Allegret) ..	50
	<hr/> 365
TOTAL	<u>1,569</u>

To this total should be added the students attending five colleges and secondary schools connected with Catholic missions which have not given figures for their student strengths.

During 1951, a total of fifty-eight candidates passed examinations for the *baccalauréat*, forty-three the first part and fifteen the second; 568 scholarships were granted during the year to secondary school students living away from their families.

The Lycée Leclerc at Douala, established in the premises of the former Ecole Supérieure, witnessed for the first time an improvement in and expansion of its facilities. However, an institution which will have to double its size will clearly have to be moved; the Lycée, which at present has almost 600 students, including 450 boarded African students, will be confronted within a few years with a stream of applicants as a result of a lowering of the average entering age for the preparatory course. It is expected that by July 1952 the number of applicants for the sixth grade will increase to 1,200 or 1,400. A programme to extend the buildings, to be completed within three years, has been drawn up,

and funds have been assigned for the immediate programme of work.

A supplementary course was started at Bertoua in 1951, and during the same year three supplementary courses were organized at Fouban, Dschang and Ebolowa, to be started in 1952.

Higher education

The 1951 report pointed out that the number of Cameroonians with secondary education was still too low to fill higher educational institutions in the Territory. At present, all Cameroonians holding the *baccalauréat* are sent to France for higher studies.

In December 1951, the Territory had a total of 260 scholarship-holders in France, of whom 239 were divided as follows: Secondary education, 102; technical education, 80; higher education, 57.

As institutions of secondary and technical education are developed in the Territory, the number of scholarship-holders in those branches should decline so as to make possible an increase of scholarships to universities, higher technical schools and major institutions of learning. In October 1951, the Representative Assembly asked that in future scholarship-holders should be directed towards the specialized fields fulfilling the country's needs.

In addition, twenty-one scholarships are still being granted to young civil servants of exceptional ability who went to France as internes in the major administrative branches of government or in technical institutions to improve their knowledge. A number of scholarships for correspondence courses are being granted to young local civil servants who wish to improve their knowledge while in service. These courses are under State control.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its previous recommendations at the fifth and sixth sessions, and noting that the Administering Authority does not consider it advisable at the present time to establish a university in the Territory, recommends that the Administering Authority undertake a preliminary study of the question of establishing higher educational facilities in the Territory as soon as practicable; and requests the Administering Authority to provide full information on the matter in its next annual report.

Technical and vocational education

The Trusteeship Council, at its ninth session, had noted with gratification that vocational schools had been set up at Yaoundé, Douala and Garoua, and recommended that that work should be vigorously pushed forward.

The 1951 report pointed out that, in 1951, public authorities and private initiative had really begun to implement the programme previously drawn up for the development of technical education.

With regard to technical education at the secondary level, the opening of some of the new shops of the Douala Vocational School made it possible to increase the student body from 117 to 162. At the end of the school year twelve students were permitted for the

first time in the Territory to take the examination for the industrial education certificate, which is equivalent to the diploma awarded by technical colleges in France. Five candidates, including one European, passed. The continued expansion of the school premises would make it possible to admit 200 students in 1952.

With regard to public vocational education, a first apprenticeship centre was opened in October 1951 at Nkongsamba; a first group of twenty-five apprentices was recruited from the pre-apprenticeship centres attached to certain primary schools. The opening of three apprenticeship centres during 1952 was planned at Bafoussam, Edéa and Garoua. At Garoua, Yaoundé and Abong-Mbang three pre-apprenticeship sections, comprising 107 students, were in operation in 1951 and three more were being established in the course of the year.

Private vocational education was given by the two schools at Elat and Ndoungué connected with Protestant missions, to which were added in 1951 three Catholic apprenticeship centres at Douala, Neiganga and Maroua. In addition, an African businessman at Douala devoted himself to training building-workers in a three-year course. These institutions receive large subsidies from the local budget.

The vocational education centre at Douala, organized by the Chamber of Commerce and subsidized by the Territory, trained shorthand typists, clerks and book-keepers in evening courses.

Education of girls

The need for developing the education of girls has led to the planning of more active and practical education based on modern methods and supplemented by courses in domestic science and the establishment of separate schools for girls under female staff. The number of girls in primary schools increased from 19,000 in 1950 to 24,000 in 1951, and the best of the pupils are strongly urged to go on to secondary education.

The Douala Girl's College, where facilities have been improved, will be able to accept 150 boarded students.

In 1951, about twenty girls, holding scholarships were sent to France to continue their studies there.

Teaching body

At its fourth session, the Trusteeship Council had suggested to the Administering Authorities that existing facilities for the training of indigenous teachers should be improved and expanded.

The Council, at its ninth session, had expressed the hope that the Administering Authority would accelerate its efforts in the all-important field of teacher training.

The 1951 report pointed out that, in order to bring about the rapid training of a large number of teachers holding adequate certificates, the Douala Lycée had been reorganized and would be expanded considerably. It was also for the purpose of training teachers that the Catholic missions had set up the colleges at Yaoundé and Epok, and the Protestant mission the institution at Lilamba-Makak.

The strength of the primary teaching personnel in 1951, compared with that in 1950, consisted of the following:

	Men		Women		Europeans	
	1950	1951	1950	1951	1950	1951
Public education...	493	627	79	76	129	97
Private education...	2,101	2,516	63	87	120	79
	<u>2,594</u>	<u>3,143</u>	<u>142</u>	<u>163</u>	<u>249</u>	<u>176</u>

The above figures give a total of 3,306 instructors and teachers, of whom 176 were Europeans, as against a total of 2,736, of whom 249 were Europeans, in 1950. In addition to this total, there were seventeen members of the teaching body, including fourteen Europeans, who were assigned to the administrative services of the Ministry of Public Instruction. Of this total of 3,323 members of the teaching body, 179 engaged in private education do not hold diplomas.

The strength of the secondary and technical teaching personnel in 1951 was as follows:

	Men	Women
Public secondary education.....	28	22
Private secondary education.....	24	10
Technical education.....	36	6

These figures give a total of 126 teachers, in addition to fifteen other members of the teaching body assigned to the administrative services. The teaching body consisted of 123 persons in 1950.

The 1951 report pointed out that in November of that year the African staff set up an association of members of the teaching profession with the aim of completing their moral, intellectual, social and technical training.

Community education

The 1951 report pointed out that the number of persons under 21 years of age able to read and write was 122,864.

The effort started in 1950 to provide fundamental education based chiefly on the dissemination of new ideas, hygienic principles and the desire to learn was expanded in 1952. It was made in two directions: a campaign against illiteracy by the establishment of courses for adults, which were attended in 1951 by about 10,000, and the dissemination of ideas of elementary hygiene by means of the cinema.

Post-school activity is pursued through study groups organized around the libraries (which distribute approximately 10,000 books throughout the Territory) and through correspondence and evening courses. These last, which offer finishing courses to civil servants, are well attended: the course at Yaoundé embraced in 1951 nearly 250 registered students, who attended it with perfect regularity.

Information regarding the United Nations

Lessons concerning the United Nations, and more especially concerning the operation of the Trusteeship System, are given in the Territory's schools. The 1951 report pointed out that on a number of occasions local authorities asked United Nations Headquarters for documents which could be distributed in educational institutions.

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

General

The representative of the Dominican Republic noted with satisfaction that the objectives set by the Administering Authority were based, first, on a recognition of the necessity of bringing elementary education to all the children of the Territory and, secondly, on the manifest desire to guide the most equipped young people to manual vocational instruction. Emphasis was also placed on the necessity of extending education for women as much as possible. Nevertheless, he felt that, in view of the apparent limitations of the school population and the high percentage of illiteracy, the Administering Authority should continue to intensify its efforts in this field so as to encourage greater attendance in the schools and maintain a campaign against illiteracy.

The representative of China congratulated the Administering Authority on the all-round progress that had been made during the year in the field of education. He urged the Administering Authority to continue its efforts in this very basic field, and especially to expand further the teacher-training programme, which was still the most outstanding problem facing the Administration. While he appreciated what had been done by the Administration to improve the situation regarding the supply of teachers, he felt certain that the needs of the Territory were far from met and that an intensified effort on the part of the Administration was still called for.

The representative of the Union of Soviet Socialist Republics stated that the overwhelming majority of the indigenous population remained illiterate, and that only 18 per cent of children of school age were in fact attending school. The majority of these, moreover, attended only a two- or three-year course in rural schools. A person completing such a course could hardly be called a literate person, particularly if the level of the education given in these rural schools were taken into account. The Administering Authority did not concern itself with the development of vernacular tongues and cultures. The Visiting Mission of 1949 stated that education was carried on in the French language and that in the government schools the vernacular languages found neither place nor encouragement. The Trusteeship Council should recommend that the Administering Authority increase the budgetary appropriations for educational and other cultural needs.

Public education budget

The representative of New Zealand noted that the budget for education had increased to 12 per cent of the total and that the Administering Authority was well aware of the extent of the work still requiring to be done in this field. He stated that he was confident that the Administering Authority would endeavour to maintain the steady improvement which had been a feature of the last few years.

Higher education

The representative of New Zealand noted the remarks of the representative of France to the effect that, while it was considered inadvisable at the present time to set up a university in the area, there might be some point in establishing certain schools, such as schools of law and of medicine. He urged that the Administer-

ing Authority pay early attention to the advisability of establishing in the Territory a school of medicine, and also a school of veterinary science.

The representative of El Salvador noted with satisfaction the progress achieved in the field of education. While appreciating the difficulties which, in the view of the representative of France, made it impossible to

create a university, he hoped that the Administering Authority would consider the establishment of such a university.

The special representative of the Administering Authority stated that the question of organizing higher education in the Territory would be examined in relation to the needs and the financial capacity of the Territory.

Chapter VI

TOGOLAND UNDER BRITISH ADMINISTRATION

1. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

Land and people

Togoland under British administration is a narrow strip of territory bounded on the north and east by Togoland under French administration and on the south and west by the Gold Coast, of which it is administered as an integral part.

The African population was enumerated at 383,563 in the most recent census (1948) and consists of a large number of tribes falling into two main groups — Sudanese in the north and negroid in the south — whose tribal and cultural associations tend to extend horizontally across the frontiers into the neighbouring territories.

The relatively slow rate of political, economic and social development of the northern peoples, as compared with those of the south, has been the subject of previous recommendations by the Trusteeship Council (fourth and seventh sessions). The Administering Authority responded to these by giving details of steps taken to improve educational and economic conditions in Northern Togoland and to extend political reforms, such as suffrage, to that area.

The unification problem:

Demands placed before the United Nations since 1946 on behalf of peoples in both Togoland under British administration and Togoland under French administration and in the Gold Coast for the unification under one administration of the Ewe people, the largest tribal group in the Territory, and of the two Togolands as a whole, have led the two Administering Authorities concerned to take certain joint measures in respect of the Trust Territories, including a plan for the establishment of machinery designed to harmonize some phases of the development of both.

Since, however, the Ewe and Togoland unification problem remained at the time the subject of special study,³⁸² the Council at its eleventh session excluded this problem from its examination of the annual report on the administration of Togoland for the year 1951.

Security and order

The Administering Authority states that no military forces are stationed in the Territory, and that the Gold

Coast Police Force has the primary responsibility for internal order. One senior officer, four inspectors and ninety-two non-commissioned officers and constables were on duty in the territory in 1951. In addition, Native Authority police forces in the Southern Section numbered eighteen non-commissioned officers and sixty-nine constables, and in the Northern Section nine non-commissioned officers and forty-six constables.

The Administering Authority reported that no instances of disorder had occurred during the year. In July 1951, it was feared that there might be minor disorders in the frontier area of the Southern Section; under the Police Force Ordinance, the holding of public meetings and processions in the area was subjected to prior administrative permission, but no applications to hold meetings were in fact refused.

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

General considerations

The representative of New Zealand said that it was obvious that there had been great progress in all fields. That progress had been encouraging, and his delegation believed that the Administering Authority was entitled to some commendation on its record for 1951. His delegation had been glad to note that more accurate and more comprehensive statistical data had been supplied, and, in respect of all matters on which the Trusteeship Council had expressed particular interest in the previous year, it was encouraging to observe the extent to which the Administering Authority had found it possible to implement the previous year's recommendations.

The representative of France considered that the year under review had been a period of intense activity in all fields.

The representative of the Union of Soviet Socialist Republics stated that the report did not contain sufficient and accurate information regarding the actual situation prevailing in the Territory. In particular, it lacked completely data on the standard of living of the indigenous population, the national income of the area and its distribution among the various groups of the population, and information on the literacy of the population, the percentage of children attending school and other related matters. However, even on the basis of the inadequate information available, it was possible to conclude that the Administering Authority was not carrying out the obligations which it had assumed under the Charter and the Trusteeship Agreement.

The special representative of the Administering Authority, in describing efforts being made to improve

³⁸² In the light of General Assembly resolution 555 (VI) the Council at its tenth session decided that its Visiting Mission of 1952 should submit a report on the unification problem in time for consideration by the Council at a second part of its eleventh session to be convened not later than 7 November 1952 (resolution 424 (X)).

the statistical services (see below), stated that, at the present stage of the Territory's development, the Administration could not afford to deploy such a large proportion of its staff, energies and resources, to the provision of the vast mass of statistical data which the representative of the USSR wished to receive.

2. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Policy and general

Togoland continued during the period under review to be administered as an integral part of the Gold Coast, sharing with that Territory a common constitution, a common budget and common administrative and technical services.

The introduction in 1951 of the new Gold Coast Constitution³⁸³ and its application to Togoland were described in some detail in the previous report of the Council to the General Assembly.³⁸⁴ The Constitution is characterized, first, by a further transfer of executive and legislative power, over the Gold Coast and Togoland considered as a whole, to territorial organs of government; and, secondly, by changes in the composition of these organs which in practice allow the indigenous inhabitants of the Gold Coast and Togoland as a whole to enjoy majorities based to a large extent on popular suffrage.

These organs formulate government policy and enact legislation for Togoland as if it were part of the Gold Coast. Togoland is not represented in them as a territory; but parts of Togoland form electoral constituencies (in the south) or are represented in the electoral college (in the north) of the combined territories. At the same time, ultimate executive and legislative powers are held in reserve by the Administering Authority—in the person, in most cases, of the Governor of the Gold Coast—and the Constitution contains a clause intended to render void legislative provisions repugnant to those of the Trusteeship Agreement.

The executive organ is the Gold Coast Executive Council, composed in practice of eight African Ministers chosen from the members of the Legislative Assembly with its approval, and three *ex officio* Ministers who are for the time being senior colonial service officers responsible for the portfolios of defence and external affairs (under which is included political administration), finance and justice. While the powers of the Executive Council remain legally limited by those held in reserve by the Administering Authority, the latter states that the Constitution provides for the Governor to act in most matters on the Council's advice, and thus enables the Council to exercise real control over government policy.

The Administering Authority has thus described the Council as the principal instrument of policy for the

³⁸³ The constitutional instruments are the Gold Coast (Constitution) Order-in-Council, 1950; the Letters Patent and Royal Instructions passed to the Governor by the Administering Authority; the Northern Territories of the Gold Coast Order-in-Council, 1950; and the Togoland under United Kingdom Trusteeship Orders-in-Council, 1949 and 1950.

³⁸⁴ A/1856, *Official Records of the General Assembly, Sixth Session, Supplement No. 4.*

Gold Coast and Togoland. From the Council, government legislative proposals are sent to the Legislative Assembly. This organ consists of a Speaker and eighty-four members, seventy-five of whom are elected by varying forms of suffrage, and five of whom are, in practice at the present time, Togolandese. The Assembly has legislative authority over the whole of the Gold Coast and Togoland, subject in all cases to the Governor's assent and in certain specified cases to the approval of the United Kingdom Government.

Political party considerations have had a bearing on the practical functioning of these organs. The first general elections to the Legislative Assembly, held in 1951, resulted in success for an organization known as the Convention People's Party. While most of the northern Gold Coast and Togoland members were not elected on a party basis and were regarded as independents, thirty-four of the thirty-eight rural seats, including one of the two filled by the southern part of Togoland, were won by this party. Its leader, Dr. Kwame Nkrumah, became Leader of Government Business (a designation subsequently changed by a constitutional amendment to that of Prime Minister), and he and five other members of the party became Ministers in the Executive Council. The declared objective of the party is to bring the Gold Coast as soon as possible to the status of a dominion within the British Commonwealth of Nations.

The administrative organization of the combined territories has remained fundamentally unchanged under the new Constitution as far as the Trust Territory is concerned. The northern part of Togoland, where the frontier cuts across both tribal and administrative boundaries, is integrated with the Northern Territories of the Gold Coast in such a manner as to form parts of administrative districts lying in both territories. The southern part, from the Krachi area to the southern frontier, is administered as a district of the Gold Coast Colony. Decisions made during 1951 on the reorganization of regional administration (see below) did not alter the general policy by which Togoland is administered as an integral part of the Gold Coast.

The place of the Trust Territory in the constitutional and administrative framework of the Gold Coast has been the subject of previous study and recommendation on the part of the Trusteeship Council. At its fourth session, the Council, concerned over the difficulty it faced in performing its supervisory functions in respect of the administratively integrated territory, asked—and did so again at its seventh session—for precise and separate data on Togoland, and recommended the institution, for the time being, of such measures as budgetary autonomy. The Administering Authority has responded by endeavouring in each annual report to provide more extensive separate data and statistics but it has continued to maintain that the integration of Togoland with the Gold Coast, besides being provided for in the Trusteeship Agreement, is also, for economic, ethnographic and other reasons, as much in the interests of the inhabitants as it is a matter of administrative convenience.

After the position of Togoland had been examined at its ninth session both by the Council itself and by its Standing Committee on Administrative Unions in the

light of the new Gold Coast Constitution, the Council arrived at two series of conclusions and recommendations. In one series, it commended the Administering Authority on the promulgation of the new Constitution, considering it to be an important step towards full responsible government in the Trust Territory, and noted with satisfaction that the Constitution would give the inhabitants of the Territory the opportunity of acquiring higher political experience. It noted with approval the safeguards contained in the Constitution to the effect that (a) any Gold Coast law repugnant to any provision of the Trusteeship Agreement would be to the extent of that repugnancy void in the Trust Territory; (b) the Governor might use his reserve powers to make certain that there was no infringement of the Trusteeship obligations; and (c) there would be representation of Togoland in the Gold Coast legislature. In this connexion, however, the Council, in its second series of conclusions, expressed the opinion that, in view of the special status of Togoland in international law, the practical implementation of the new arrangements should be kept under constant review.

The Council also took note of an assurance on the part of the Administering Authority that it was not only preserving the status of the Trust Territory but was taking particular measures to ensure that full consideration would continue to be given to the interests of the inhabitants. It noted that expenditure on the administration, welfare and development of the Trust Territory for the previous two financial years had not been less than the total amount of public revenue derived from it; and it expressed the hope that the Administering Authority would take all possible steps to ensure full recognition of Togoland's interests in policies and programmes developed by the Gold Coast Government and full participation of Togoland in all phases of Gold Coast progress.

Petitions from the Togoland Union and the Togoland Youth Association protesting against the new constitutional arrangements and asking for administrative and budgetary autonomy for the Trust Territory pending its unification with Togoland under French administration, were disposed of by the Council by referring the petitioners to the above and other recommendations which it had adopted.

In its annual report for 1951 the Administering Authority stated that Togoland's interests had continued to receive full recognition in policies and programmes developed by the Gold Coast Government and the Trust Territory would continue to participate in all phases of Gold Coast progress.

After examining that report at its eleventh session the Council adopted the following resolution: ³⁸⁵

The Council, recalling the interest which it expressed at its ninth session in the political reforms then being undertaken in the Gold Coast and Togoland as a whole, commends the Administering Authority on the further progress made during the period under review in bringing these reforms into effect, and notes with par-

ticular interest the satisfactory operation of the new executive and legislative organs, the reorganization of the regional administrative structure, and the reform of the whole local government system.

The Council, noting the further efforts made by the Administering Authority to provide special data upon which the Council might base its examination of conditions in the Trust Territory, expresses the hope that in future annual reports the separate statistical data on the Trust Territory will be further elaborated and that data applying to the Territory and the Gold Coast will be clearly identified in order to avoid any possibility of misunderstanding.

Representation in organs of government

As has been noted above, the Trust Territory is not represented, as an entity, in the Gold Coast executive and legislative organs whose authority extends over it. In practice, however, five of the eighty-four members of the first Legislative Assembly established under the new constitution are Togolanders, and a sixth member normally lives in Togoland.

The seats are held by methods of representation which differ as between the north and the south. The southern part of Togoland comprises two of the twenty-one rural electoral districts into which the rural parts of the Gold Coast Colony, with which this part of the Trust Territory is administratively integrated, is divided. Each of these two districts is represented by one member in the Legislative Assembly, and a third is chosen by the Southern Togoland Council, an interim advisory council based on the Native Authorities.

The northern part of Togoland is not similarly assured of gaining seats in the Assembly; it is treated for electoral purposes as an integral part of the Northern Territories of the Gold Coast, to which a different electoral system has been applied. The legislative representatives for the whole area are chosen by an electoral college based on district councils, which in turn are based on tribal authorities and whose areas of jurisdiction in any case overlap the Togoland frontier. In practice, three out of the twenty-four Northern Territories candidates for the 1951 elections, and two out of the nineteen actually elected, were Togolanders by birth. A third member normally lives in Togoland, and five others are members of tribes which overlap from or into Togoland.

The constitutional instruments similarly do not provide for Togoland to be represented, as a territory, in the Gold Coast Executive Council. The eight representative members of the Council are chosen by the Governor with the approval of the Legislative Assembly. In the choice of the members of the first Council established under the constitution, the advice of the leader of the Convention People's Party was sought, following the success of that Party at the 1951 elections. None of the Togoland members of the Assembly was chosen, but one of the ministerial secretaries subsequently appointed from among other members of the legislature was a Togolander, and another had lived for many years in Northern Togoland.

Togoland has representatives, although again not as an entity, on a number of Gold Coast statutory boards

³⁸⁵ The results of further study by the Council of the administrative arrangements between Togoland and the Gold Coast may be found in the special report of the Council on administrative unions affecting Trust Territories, A/2151, *Official Records of the General Assembly, Seventh Session, Supplement No. 12*.

and central committees in the case of the Southern Section; the Trust Territory is represented on the Gold Coast Northern Territories Council, an advisory body, and on certain district councils in the case of the Northern Section. Southern Togoland's representatives are chosen mostly by the Southern Togoland Council; in 1951, these numbered one each on the following Gold Coast bodies: Agricultural Produce Marketing Board, Agricultural Development Corporation, Library Advisory Board, Vernacular Literature Board, Scholarships Selection Board, and central advisory committees on education, students, health services and social development. In 1950, the Southern Togoland Council had also been empowered to choose one of its own members to represent it on the Gold Coast Cocoa Marketing Board, but in 1951 this appointment was made by consultation with the cocoa farmers.

Within the Trust Territory, the only representative organ above the level of the Native Authorities is the Southern Togoland Council. An interim body established in 1949 for advisory and electoral purposes, it will disappear under new regional administration arrangements combining Southern Togoland with adjacent districts of the Gold Coast (see below, *Regional and local administration*).

The Trusteeship Council has given attention on previous occasions to the participation of Togoland in organs of government. At its fourth session, it recommended an increasing degree of participation on their part, preparatory to self-government or independence, in the executive, legislative and judicial organs. At its seventh session, in the light of the constitutional reform proposals, it was concerned that the representation of Togoland in the Gold Coast legislative and consultative bodies should be proportionate to the Trust Territory's population and interests.

Regional and local administration

The integration of the Trust Territory for administrative purposes with the adjoining areas of the Gold Coast extends, as the Council noted at its fourth session, through all levels of administration.

The Gold Coast is divided into major administrative zones or regions, in each of which a Chief Commissioner represents the government, and Togoland falls within two of these regions. The southern part of the Territory comprises one of the administrative districts for which until 1952 the Chief Commissioner of the Gold Coast Colony region has been responsible; Northern Togoland forms parts of three districts falling under the charge of the Chief Commissioner of the Northern Territories region.

Each administrative district is staffed by one or more administrative officers (District Commissioners) responsible to the Chief Commissioner concerned, and technical services are provided by the competent departments of the Gold Coast Government. There was no marked change in the number of senior officers stationed within the boundaries of Togoland in 1951. In the north, where most of the administrative and technical services are based outside the Trust Territory, there were one administrative, one medical and one forestry officer. In the south there were, because of staff shortage, four instead of five administrative officers during most of the year; and there were two

medical, one education, one police, one agricultural, four cocoa survey, one customs and one forestry officers, one magistrate, one inspector of produce and one inspector of rural water works.

The duties of the administrative officers include supervising the functioning of the one or more Native Authorities existing in each district. Those Native Authorities are, in general, a development of traditional institutions centred on chiefs and their elders at the level of a village, a group of villages or a whole tribe. They have been given statutory powers and responsibilities and, especially in the north, have undertaken a good deal of the task of local administration.

Important changes, however, were set in motion in 1951 in both the regional organization and in the system of local government. The latter in particular faced, in the words of the Administering Authority, a complete reorganization, in which the whole system of Native Authorities was being replaced by a more modern and democratic local government structure with enhanced local powers and diminished dependence on traditional institutions (see below, *Local government reforms*).

As regards regional reorganization, the constitutional reform proposals, at the stage in which they were formulated by the all-African Coussey Committee, had suggested a decentralization not only of government services, but also of local executive and legislative powers, to four regions—the Northern Territories, the Ashanti area, part of the Colony area, and a new region in which Southern Togoland would be combined with the adjacent Ewe-inhabited districts of the Gold Coast Colony. On the latter proposal, the Administering Authority had immediately stated the view that because of opposition which had been expressed in Togoland, and because of the special status of the Trust Territory, the decision must clearly depend on the interests of the people concerned.

Discussions in 1950 on the proposal in the Southern Togoland Council were inconclusive. Subsequently, after an investigation of the regional proposals as they affected the Gold Coast and Togoland as a whole, the Government decided not to undertake the development of a system of representative regional organs of government because of its complexity. It considered that the regional organs should be purely official in character, although in some cases advisory councils might be required. Within this framework, the Administering Authority stated that the decision had now been made, in effect, to accept the recommendations of the Coussey Committee as to the establishment of a new region combining Southern Togoland with the Ewe areas of Anlo, Peki and Tongu confederacy lying in the eastern part of the Gold Coast Colony.

To be known as the Trans-Volta/Togoland Region, the area will have a council of representatives elected by local and district councils, with headquarters at Ho in the Trust Territory. This council will take over functions of the Southern Togoland Council in so far as its advisory role in respect of Southern Togoland is concerned. A second body will be set up to take over the elective function (for one member of the Legislative Assembly) of that Council, and it will consist mainly of representatives of traditional office-holders of either

Southern Togoland alone or of the whole new region, depending on a decision still to be made.

The special representative informed the Trusteeship Council at its eleventh session that, on 1 June 1952, a regional officer, who was a senior administrative officer, had been posted to Ho in order to set up the headquarters of the new region. He was responsible directly to the Governor and the central Government in Accra.

Northern Togoland will remain part of the Northern Territories region. The Administering Authority stated that the existing Northern Territories Council—which includes representatives of the districts in which the various parts of Northern Togoland lie—would be reconstituted to the extent only that its members would be elected in future by the new district councils to be established rather than by the present Native Authorities.

The Trusteeship Council has followed at previous sessions the progress of this regional reorganization. At its seventh session, it welcomed the establishment of the Southern Togoland Council and expressed the hope that this body would provide increasing opportunities to develop the capacities of the inhabitants for self-government. It also welcomed an assurance it then received that full weight would be given to the wishes of all the people of Togoland before any decisions on regional arrangements involving the Territory were taken; and at its ninth session, it recommended that the Administering Authority give consideration to the question of establishing a region consisting of Southern Togoland alone.

The Administering Authority in its annual report for 1951 expressed the view that Southern Togoland was too small to form a region by itself. It gave two other explanations for the decision to combine Southern Togoland with the Ewe districts of the Gold Coast; in one part of the report it stated that the decision had been made in order to give satisfaction to the demands of the Ewes for closer association; in another part of the report, in commenting on the recommendation of the Council, it stated that the division of the Colony and Togoland area into two regional units had been found convenient principally in order to achieve better supervision of the proposed new district and local councils.

The Administering Authority also stated that the decision had been made after consultation with the Southern Togoland Council and the Ewe Native Authorities in the Gold Coast districts concerned. In giving their concurrence, those bodies had made certain recommendations as to detail, which were being considered for incorporation into legislative provisions for setting up the council for the new region.

In the case of the integration of Northern Togoland into the Northern Territories region, the Administering Authority had previously informed the Council that this arrangement was desired by the people concerned. In its 1951 report, it stated in connexion with the unification problem that the people of Northern Togoland were demanding more firmly than ever that their area should be completely integrated into the Northern Territories of the Gold Coast.

At its eleventh session, the Council adopted the following observations on these developments:

The Council, in taking note of the reorganization of the regional administrative structure, attaches particular importance to the formation of the new Trans-Volta/Southern Togoland administrative region, and commends the Administering Authority on the steps being taken to establish a regional council for the area and on the posting of a regional officer to Ho, in the Trust Territory, as the headquarters of the new region.

Local government reforms

Reorganization of the whole local government structure of the Gold Coast and Togoland—hitherto based on tribal or other traditional institutions under the system generally known as indirect rule—was inaugurated during the period under review.

After a series of investigations originating from the first constitutional reform proposals in 1948, the Gold Coast Legislative Assembly passed in 1951 a Local Government Ordinance providing, in the words of the Administering Authority, for up-to-date and democratic local bodies to be established throughout the Gold Coast and the Trust Territory. Representative local councils are being set up for areas based in general on the present Native Authority areas. Each of them will contain on the one hand members directly elected by all adult residents and on the other hand members representative of the traditional authorities, normally in the proportion of two-thirds of the former to one-third of the latter.

The local councils will take over all the powers of the existing Native Authorities, and the Minister of Local Government may vest in them any of a very wide range of additional powers extending over the fields of public order, agriculture, forestry, regulation of trade and industry, operation and regulation of markets, land conservation, building and town planning, education and public health. Each council will finance its operations from an obligatory local basic rate or tax, from other rates or fees, from government grants, and from loans.

These local councils (and similar urban councils to be set up only in the Gold Coast for the time being) will elect members to district councils having authority over wider areas. The district councils will have the same ratio of traditional to representative members, and will derive revenues by precept on the local councils, from government grants and by loan.

The Administering Authority stated that none of the new councils would have any nominee of the Administration among either its members or its officers. The presidents of all councils would be the local chiefs, but they would attend only on ceremonial occasions and would not vote, except that in the northern areas it would be open to a council to invite the chief to preside as working chairman. The traditional "State Councils" (assemblies of chiefs, elders and others) would be entirely separated from the new local authorities and, under further legislation, would be empowered to discharge ceremonial and customary functions. In general, the Administering Authority stated that a notable feature of the reforms was the almost complete elimination of differences between the systems proposed originally for the northern and southern areas.

The Administering Authority undertook consultations with the peoples concerned before establishing the new councils. In Northern Togoland the process had been completed by 1 July 1952 and this area had been divided between the areas of four district councils, three of which extend into the Northern Territories of the Gold Coast. There are seventeen local councils, nearly all lying entirely within the Trust Territory. In Southern Togoland, the discussions with the peoples concerned led to delay in finalizing the proposals and also to an increase in the expected number of local councils. There will be fifteen of these, nine of which are expected to be in operation by August 1952 and the remainder before the end of the year. Two district councils will be established for the southern area.

The Trusteeship Council, learning of these proposed reforms at its ninth session, had expressed the hope then that legislative action would be taken during 1951 and the reforms inaugurated as soon as possible thereafter in the Trust Territory.

At its eleventh session, it adopted the following observations:

The Council, recalling the importance which it has attached in the past to the development of effective organs of local government as a means of advancement towards self-government, commends the Administering Authority for having set in motion the establishment throughout the Trust Territory of the new local government bodies based on universal adult suffrage and having wider powers than the Native Authorities which they will replace; notes with approval the consultations which have been carried out with the peoples concerned in order that the new local authorities may coincide as closely as possible with the wishes of the population, and the establishment of facilities for the training of local government staff; welcomes the extension of suffrage to the Northern Section of the Trust Territory as a corollary of the establishment of the new councils; and expresses the hope that the process of establishing the new organs will be completed without undue delay and that both their powers and their bases of representation will be progressively extended.

Suffrage

Modern electoral methods were used for the first time in the Trust Territory in the general elections for the Gold Coast Legislative Assembly in 1951, when the two rural constituencies in Southern Togoland each elected one member to the Assembly.

These legislative elections are required by law to be held in two stages. In the first stage, each sub-district of about 1,000 persons elects a person to represent it in an electoral college for the constituency as a whole, this college carrying out the second and final stage of the elections. The two constituencies in Southern Togoland were divided in 1951 into 205 sub-districts. In forty-eight of them, an insufficient number of persons registered to allow the holding of an election; in twelve, no one was nominated; in ninety-one, the candidates were returned unopposed; and in fifty-four, a contested election took place. The Administering Authority stated that the large number of uncontested elections did not necessarily imply apathy; in most cases the secondary elector was agreed upon at a village meeting according to custom rather than by the ballot-box, the

choice falling in many instances on the normal village spokesman.

In the second stage, seventy-two out of seventy-three voters in one of the two electoral colleges, and seventy-one out of seventy-two in the other, cast their votes among three candidates in the first case and four in the second.

Southern Togoland's third member of the Legislative Assembly was elected, according to the requirements of the law, by the Southern Togoland Council.

In Northern Togoland, regarded as part of the Northern Territories, a different system applies. The whole area has a single electoral college consisting of the members of the Northern Territorial Council, together with one delegate per 10,000 of the population nominated by the existing district councils. In the first elections in 1951, the northern college elected nineteen members from among thirty-four candidates.

An extension of suffrage is provided for in the scheme of local government reform (see above), in which all the new local councils will contain a majority of members directly elected by all adult residents regardless of nationality.

Recommendations favouring the grant of suffrage to the inhabitants of Togoland were made by the Council at its fourth, seventh and ninth sessions; at the ninth session it noted with satisfaction the extension of suffrage and the secret ballot to Southern Togoland and recommended that its further extension to Northern Togoland be expedited and implemented as soon as possible.

In resolutions on five petitions objecting to participation in the 1951 elections in Southern Togoland, the Council at the same time expressed views as to the importance of co-operation on the part of the inhabitants and of preparation for elections on the part of the Administering Authority.

The Administering Authority stated, in its annual report for 1951, that the elections of the representative members of the new local government bodies would constitute an important step towards the introduction to Northern Togoland of elections on the same wide basis of suffrage as existed in the Southern Section.

Civil service

The civil service, composed of the administrative and technical personnel of the central Government, is common to the Gold Coast and Togoland. In controlling it, the Governor is now advised by a Public Service Commission of three members, one of whom is an African.

The Administering Authority reported that the principles governing appointments to the civil service were reaffirmed by the Administration in 1951. In effect, they are designed to give preference to Africans of the Gold Coast (by which term is meant Togoland as well), subject to qualifications, suitability and the public interest, and without implying the retrenchment of expatriates (e.g., Europeans) in favour of local candidates.

A full-time Commissioner of Africanization, himself an African who was appointed in 1950, has the task of ensuring that the maximum number of suitably-qualified Africans become available for appointment to the higher grades.

The Administering Authority informed the Council that there was, in general, a serious shortage of trained and qualified Africans suitable for immediate appointment to more responsible posts. Particular efforts were being made to make opportunities known to potential candidates, and the programmes of secondary, technical and higher education had been reviewed with a view to increasing the number of trained personnel as rapidly as possible.

The new local government system also presented an urgent need for the rapid creation of a body of efficient superior officers. A residential local government training school had been opened in the Gold Coast with a capacity—which would be doubled in August 1952—of twenty-six students on twelve-week courses. Ten of the best students in each year would be offered scholarships on attachment to local authorities in the United Kingdom.

At its ninth session, the Council welcomed the appointment of an African officer as Commissioner of Africanization. Learning that there had been 940 Togolandians in the Gold Coast civil service in 1948, it urged the Administering Authority to continue to take necessary measures to ensure an increase of qualified Togolandians in all branches, particularly in senior posts.

The Administering Authority stated in this connexion that, at the end of 1951, out of 470 Africans holding senior posts in the civil service, nine were citizens of the Trust Territory. This proportion was admittedly very small but, with the improvement of educational facilities, it could be expected to increase considerably in the future. One of the Togolandians concerned was an administrative officer, who would have been posted to the Trust Territory itself if it had not been for a serious illness; the others included a medical officer, two secondary schools masters and a public works engineer. The Commissioner of Africanization visited Togoland during the year and discussed the problem of recruitment with representative groups. The total number of Togolandians undergoing training for higher posts—apart from training within the departments—was 263, of whom 206 were students training to become teachers.

Two of the twenty-six students in the first course at the new local government training school were Togolandians.

At its eleventh session, the Council adopted the following recommendation:

The Council notes with satisfaction the further development of the civil service of the Gold Coast and Togoland, notably by the establishment of the Public Service Commission, the changes made in the organizational and salary structures, and the continued application of the Africanization policy, and expresses the hope that the Administering Authority will continue to extend the training facilities and other measures by which indigenous inhabitants of the Trust Territory may become qualified for increasingly higher posts in the Administration.

Judicial organization

Togoland shares with the Gold Coast a dual judicial system consisting, on the one hand, of the Gold Coast

Supreme Court and magistrates' courts administering English law and, on the other hand, the Native courts administering indigenous law and customs.

Administrative officers continue to play a role in the judicial system, having jurisdiction as magistrates, although to a lesser extent than professional magistrates, and also having powers of review and transfer in the Native courts. A professional magistrate, whose appointment was welcomed by the Council at its seventh session, was again stationed in Southern Togoland in 1951.

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

Policy and general

The representative of New Zealand stated that no one could fail to be impressed by the political development of the Territory, and the Administering Authority might well be proud of its courage and wisdom in establishing parliamentary institutions in the Gold Coast. The Trust Territory, which had contributed members to the Legislative Assembly, was thus a party to and benefited from these institutions which, in the words of the annual report, had "worked remarkably smoothly"; for this achievement, both the Administering Authority and the members of the Assembly were entitled to the highest credit. The representative stated also that the area and situation of the Trust Territory, not to mention its economic needs, rendered it inevitable that, at this stage and for a long time to come, it should be associated with the political institutions of the Gold Coast.

The representative of Belgium felt that the Council would recognize the obvious advantages which Togoland derived from its administrative union with the much richer and more advanced territory of the Gold Coast, notably through its participation in the facilities for higher education, the training of medical personnel, leprosy centres and such important economic institutions as the Gold Coast marketing boards. These advantages made up for the possible disadvantages of an administrative union with a territory of different status.

The representative of El Salvador referring to the administrative union in general, said that his delegation did not wish to deny the right of the Administering Authority under the Trusteeship Agreement to administer the Trust Territory in this way, but it felt bound to express concern at the very close relationship which had been established between the two areas. This relationship made it more difficult for the Territory to acquire an entity, nationality and national consciousness, all of which were necessary for its ultimate independence. He expressed the hope that the Administering Authority would make every effort to establish in the Territory organs which would be less dependent upon the central organs of the Gold Coast.

The representative of China noted with satisfaction the attempt made by the Administering Authority to furnish separate trade figures for the Territory in accordance with the wishes of the Trusteeship Council but, noting that these figures were still approximate, expressed the hope that further attention would be given to the problem and that the method of providing

more accurate statistics would be improved by the Administration.

The representative of the Union of Soviet Socialist Republics stated that, in violation of the provisions of the Charter and of the Trusteeship Agreement, the United Kingdom authorities had annexed the Territory, splitting it into two parts, northern and southern, and annexing them to the corresponding areas of the Gold Coast, which made impossible the progress of the Territory as a united whole towards self-government or independence. In order to justify that policy, the United Kingdom authorities referred to the Trusteeship Agreement, although the Agreement made no mention of anything that might permit the dividing of the Territory and the annexation of its component parts to the adjacent British colony. The Trust Territory had been in every way subordinated to the Territory of the Gold Coast. Togoland had no individual legislative, executive or judiciary organs and the Administering Authority did not propose to set up such organs. Authority within the Territory was entirely in the hands of the British Government of the Gold Coast, which administered the Northern Section through the Chief Commissioner of the Northern Territories of the Gold Coast, and the Southern Section through the Chief Commissioner of the Gold Coast Colony. The 1949 Visiting Mission had stated that Togoland formed part of the Gold Coast, with which it shared a common budget, common administrative and technical services, and common legislative machinery, and that government revenues accruing in the Trust Territory were included without distinction in the budgets of the Gold Coast as a whole, and expenditures were allocated to it not on the basis of its over-all needs but on the basis of the needs of the parts of the Gold Coast with which it was administratively integrated. This was confirmed by the annual report for 1951. The Legislative Assembly of the Gold Coast, in which Togoland was not represented as a separate entity, had power to pass laws for the Trust Territory. The Executive Council of the Gold Coast — in which there was no representative of the Trust Territory — was "the principal instrument of policy for the whole of the Gold Coast and the Territory". The Trust Territory and the Gold Coast constituted a single unit, both financially and administratively. The political situation in the Territory was characterized by the complete lack of rights of the indigenous inhabitants, who were deprived of the opportunity of participating in the administration of the Territory. There were no local administrative organs founded on democratic principles in which the indigenous inhabitants could participate. The Trusteeship Council should recommend that the Administering Authority establish in the Trust Territory legislative and administrative organs not subordinated to any organs formed on the basis of the unification of the Trust Territory with the adjacent British colony of the Gold Coast, and that for this purpose legislative and other measures be taken to ensure the participation of the indigenous population in legislative, executive and judicial organs of the Trust Territory.

The special representative of the Administering Authority gave an assurance that every effort was being made to improve the statistical services both for the Gold Coast and for the Territory. A very

great improvement had been made in recent years in the statistical services, and the information furnished in 1951, under Article 73 e of the Charter, on the Gold Coast showed the very greatly increased coverage of statistical services in general. Those services, however, largely applied to common statistics for the Gold Coast and for Togoland, and therefore their improvement had not been particularly marked in connexion with the Territory. It was, however, proposed to do everything possible to improve all fields of statistical work, both those for the common services pertaining to the Gold Coast and the Territory and also the special estimates provided of the Territory's trade and finance, so that these would become more reliable and more valuable each year. On the general question of the administrative union, the Administering Authority had never been other than frank with the Council and with the United Nations about the way it intended to administer Togoland. It had done what the people wanted it to do when they had first asked to join the Gold Coast after the end of the First World War. Every support for the present method of administering the Territory in conjunction with the Gold Coast was to be found in article 5 (a) of the Trusteeship Agreement. The new legislative organs for the joint area included representatives of Togoland and, although Togoland might not have its own budget, the budget for the joint area was discussed and debated in this common Legislative Assembly, and the representatives of Togoland played their full part in discussing not only the budget but also such important allocations of expenditure as were contained in the Development Plan. The special representative pointed out also that the Southern Section was now administered by a regional officer whose headquarters were at Ho in the Trust Territory. Half the Territory, therefore, was administered by an officer living in the Territory, and half of it was administered by an officer living outside the Territory. In respect of the suggestion that new organs should be set up in the Territory, he felt that the Administration must concentrate first on getting the new and democratic local government units working successfully, and he regarded as a very important stage in the development the extension for the first time of modern methods of suffrage into the Northern Section. If this continued to work well, a further extension of the methods used in that Section, probably to the elections for the central legislature itself, could be forecast.

Representation in organs of government

The representative of El Salvador, referring to the composition of the Gold Coast Executive Council, expressed appreciation of the fact that at least one of the positions of ministerial secretary had been filled by a representative from the Trust Territory.

Regional and local administration

The representative of China considered that the Administering Authority had taken an important step forward in the reorganization of the regional administrative structure, and that the posting of a regional officer to Southern Togoland and the establishment of the regional council were commendable measures. He considered, however, that such bodies should be clothed with real authority in order that they might give the

indigenous inhabitants such practical experience as would prepare them for eventual self-government or independence.

The representative of El Salvador attached particular importance to the formation of the new Trans-Volta/Southern Togoland administrative region, which represented an important step forward in satisfying the desires of the Ewe people.

Local government reforms

The representative of New Zealand considered that an outstanding development in the political field, for which the Trusteeship Council would wish to compliment the Administering Authority, was the reorganization of local government. The fact that the Administering Authority had been able to set in motion the establishment of the new local government bodies on the basis of universal adult suffrage without qualifications as to nationality was itself an achievement worthy of commendation. After noting with approval the consultations carried out with the people, in Southern Togoland particularly, the extension of suffrage even if in a somewhat limited form to the northern area, the extended powers of the new local authorities and the arrangements for training staff to serve them, the representative stated that his delegation attached very great importance to the successful development of local government in the Trust Territory. Smoothly functioning organs of local government on democratic lines were the best guarantee for the successful emergence of a sound political organization at the national level. His delegation commended the Administering Authority for the careful preparation and the successful evolution of local government organs, and expressed the confident hope that those new bodies would be fostered and encouraged by the Administering Authority and that they would receive the fullest support from the population of the Territory.

The representative of France noted with approval the patience, prudence and knowledge with which the reforms in local government were being carried out. Although it seemed too early to appraise the results, it appeared already possible to note a remarkable development of public spirit in the Territory.

The representative of the Dominican Republic expressed the hope that the Administering Authority would continue to seek the solution of the various problems which had arisen in order to ensure the better operation of local government, and to give attention to the elimination of the causes of internal strife between the various circles and groups within the indigenous political system.

The representative of El Salvador considered the reforms to be very important, and expressed the hope that the local councils would be established as soon as possible since, as the Administering Authority had stated, the new system of local government would do a great deal to ensure that differences between the north and south were reduced and eliminated.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was continuing to encourage the tribal system in the Trust Territory, using it as a means of collecting taxes from the population. He felt that, in view of the fact that the tribal system which at present existed in the Trust

Territory and which was encouraged by the Administering Authority was incompatible with the progressive political development of the population towards self-government and independence, the Trusteeship Council should recommend that the Administering Authority take measures to ensure the transition from the tribal system to a system of self-government based on democratic principles.

The special representative of the Administering Authority stated that it was the intention of the Government to give the new local authorities every encouragement and to increase their powers as their capabilities of using these powers and as the calibre of their staffs and the members of their councils enabled them to employ these powers. He also pointed out that if ever there was a step taken to transfer the government of an area from the tribal system to modern democratic methods, it was the new local government legislation providing for the present reforms.

Civil service

The representative of New Zealand spoke with satisfaction of recently approved changes in the organizational and salary structures of the public service, the establishment of a Public Service Commission and the steady application of the Africanization policy which, he said, was beginning to bear fruit. He observed that in all these changes, provisions for the safeguarding of the position of expatriate officers had not been overlooked. While his delegation fully appreciated the desirability in making appointments of giving preference, as far as possible, to African staff, the expatriate officers, to whom the Territory owed so much, deserved adequate protection in their jobs under the changed policies that were now being pursued.

The special representative of the Administering Authority stated that his Government was keeping very much in mind the need to train Africans in general, and Togoland in particular, for higher posts within the civil service.

Judicial organization

The representative of the Union of Soviet Socialist Republics stated that the highest judicial authority in the Trust Territory was vested in the High Court of the Gold Coast.

The special representative of the Administering Authority pointed out that it was by virtue of the association of the Territory with the Gold Coast that it was possible to provide it with a very high level of judicial staff, not only in the Supreme Court of the Gold Coast, with its specialized land branch, but also in the West African Court of Appeal. Neither of these advantages would be possible within the resources of the Territory, were its judicial system to be confined to the Territory itself.

3. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

Togoland presents a picture of a preponderantly agricultural country, in which the producers are exclu-

sively Africans and methods of production generally primitive by modern standards. The normal occupation of the adult population is the growing of foodstuffs in sufficient quantities to meet family needs and, where possible, to provide a surplus for sale locally or in the Gold Coast.

Cocoa, grown in the central part of the Territory, is the only important cash crop produced for overseas export; it forms, in fact, the chief source of revenue and has an important influence on the local economy. Industries are few in number and simple in character. Petty traders retailing imported manufactured commodities comprise the only other significant branch of economic activity.

There are few non-Africans in the Territory. European enterprise, however, has a leading role in the field of trade and commerce; six companies of British and French ownership take in through the Gold Coast the bulk of the imported goods sold in the Territory and also operate as buying agents for cocoa in particular. Africans from outside the Territory — numbering in 1948 nearly 65,000, or one-sixth of the population — include persons who are active in transport services, petty trading, commercial fishing and cocoa farming. The Administering Authority states that the immigration laws applying to the Gold Coast and Togoland are designed to afford economic protection to the inhabitants of the two Territories against persons from all other areas; they prohibit entry of any whose intended occupation may, in the Government's opinion, prove detrimental to the economic development of the inhabitants. The only classes of persons so far prohibited are those intending to set up in retail trade and those desiring to establish other new businesses or professional practices, who are not in possession of capital sums of £5,000 and £1,500 respectively.

The economy of Togoland is closely integrated with that of the Gold Coast, whether through the inward and outward flow of private trade or through such other arrangements as the unified budgetary and monetary structure and the controlled marketing of cocoa and other produce. Togoland is represented on the Gold Coast Cocoa and Agricultural Produce Marketing Boards, and also on the Agricultural Development Corporation, established to promote or participate in large-scale projects. At the instance of the Trusteeship Council, the Administering Authority endeavoured in 1951 to provide separate figures of the Territory's trade, and included in its annual report certain statistics produced by methods which it stated to have been comparatively rough and ready. The figures for imports in particular were estimates or rough guesses, and the statistics did not take into account a considerable amount of smuggling, especially of cocoa and coffee, considered to be taking place across the frontier with Togoland under French administration in one direction or the other, depending on the price offered on either side. The Administering Authority stated that, in general, the apparently favourable balance revealed in the estimates reflected a similar situation shown by the trade figures of the Gold Coast and Togoland as a whole. It attributed the situation

largely to the high world price of cocoa and the difficulty of obtaining construction materials, consumer goods and personnel required for implementing development projects.

The Administering Authority, reporting on economic conditions in 1951, stated that in the north the crops had been below the level of the previous year for climatic reasons. In general, an increase to a record figure in the price paid for cocoa had put more money into circulation in the Territory, and imports of a number of important consumer goods into the Gold Coast and Togoland were higher than ever before.

At its ninth session, in commending the Administering Authority for its policy in encouraging indigenous participation in economic development, the Council made particular reference to the representation of the inhabitants on all boards affecting their interests and to the establishment of local agricultural and rural development committees. It hoped that similar committees might be established in other economic spheres. The Administering Authority expressed full agreement with this point of view.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting with satisfaction that the general economic situation of the Trust Territory has continued to be buoyant and that the Development Plan for the Gold Coast and Togoland has now assumed final form, draws attention nevertheless to the fact that the Territory's economy continues to depend largely upon the single commodity of cocoa, emphasizes the importance both of diversifying primary production and of improving agricultural methods, and welcomes the assurance given by the Administering Authority that these questions are being given careful attention.

Public finance; taxation

Revenue accruing in the Trust Territory is included in the budget of the Gold Coast as a whole and expenditures are allocated to it on the basis of its requirements in relation to those of the Gold Coast and the Trust Territory considered as a whole.

The separate figures for Togoland have shown a progressive increase since 1947 of both revenue and expenditure, and also a steady diminution, and in fact disappearance, of the customary deficit. For the second year in succession, the figures for 1950-51 showed a surplus of revenue over expenditure — a situation to be interpreted, according to the Administering Authority, not as indicating that the Trust Territory was "helping to finance the Gold Coast", but as a reflection of the present buoyant financial position of both areas.

The estimated totals for the past four years are as follows:

Year	Revenue £	Expenditure £
1947-48.....	363,900	625,540
1948-49.....	489,569	614,443
1949-50.....	812,971	799,753
1950-51.....	1,039,886	1,036,804

The bulk of the revenue is derived from import duty, estimated at over £430,000 (41.5 per cent) in

the latest year, and export duty, estimated at over £408,000 (39 per cent). The latter item, mainly derived from cocoa, has risen from some £70,000 in 1948-49 to the present figure.

The figures do not, however, reflect a substantial new form of revenue derived from an additional and much heavier export tax levied on cocoa as from 1950 in order to establish a special development fund. The return from this duty for the first crop year totalled £8 million for the Gold Coast and Togoland as a whole; the Trust Territory produces somewhat less than one-tenth of the total crop.

The largest items of expenditure in 1950-51 were:

	<i>Amount £</i>	<i>Percentage of total</i>
Education	201,846	19.46
Public works	198,444	19.14
Military ^a	70,000	06.75
Grants to Native Authorities..	59,336	05.72

^aThe Administering Authority states that no military expenditure is expressly allotted for the Territory; this item is given as the Territory's estimated share of the Gold Coast Government's expenditure on defence.

Other items were some £51,000 for a temporary cost-of-living allowance, £50,000 for medical needs and £48,000 for agriculture.

The Native Authorities maintain their own treasuries; in 1950-51 the six in the south had a total revenue of some £79,359, of which government grants provided 37 per cent, and taxes, court and other fees and tolls yielded 54 per cent. Of the total expenditure, extraordinary expenditure took 17 per cent, education 16 per cent, works and services 15.5 per cent and administration 11 per cent.

The dual Gold Coast tax system, with direct and indirect levies payable both to the Government and to the Native Authorities, continued to apply to Togoland. In practice, few Africans in Togoland pay direct income tax to the Government. The Native Authority taxes are mostly at flat rates and, in 1951, ranged in the south from 6s. to 12s. per annum for men with a tax of 2s. to 4s. for women in most areas; these represent a slight increase over the 1950 rates. In the north rates varied from 5s. to 8s., with no tax for women.

At its ninth session, the Council expressed the hope that the improved financial situation would continue and would be reflected in increasing appropriations for the development of the Territory in all fields. The Administering Authority stated in its report for 1951, in connexion with the fact that estimated revenue had again exceeded expenditure, that it was planned that such surpluses should play an important part in the financing of the Development Plan.

Development plans

Togoland is included in an over-all Development Plan for the Gold Coast which was revised and approved by the Legislative Assembly in 1951. The Administering Authority reported that the main difference between the revised plan and the original draft was that the former provided for an expenditure of £75 million as against £62 million, and was no longer tied to a fixed period of ten years for completion.

The approximate allocations of capital are estimated as follows: for economic and productive services, £13 million; for communications, £26 million; for social services £24 million; and for common services and general administration, £11 million.

The Administering Authority stated that it was not possible accurately to estimate what part of the expenditure planned would be made in the Trust Territory. However, it provided an extensive list of projects in Togoland. Some of the major projects most directly affecting the Territory which are under way include the extension of an agricultural station, piped water supplies at two towns, a rural training centre, buildings for the Ho secondary school; some of the projects planned are realignment and other road improvements, construction of two teacher-training colleges and of one secondary school, rural housing piped-water supplies at four towns and hospital extensions.

The plan is distinct from another large development scheme which is under investigation — that of damming the Volta River with the main object of providing hydro-electric power for an aluminium plant, but with concomitant plans for irrigation, wider distribution of electricity, a new seaport in the Gold Coast and improved communications. The final report of the Government's consultants was issued in 1951. The Administering Authority stated that the success of the project, on which it submitted a detailed report, would be of great benefit to the inhabitants of the Gold Coast and British Togoland. Estimated future traffic, whether or not the Volta River project materialized, was sufficient to justify the construction of a harbour east of Accra, and it had already been decided to proceed with construction. The Administering Authority stated that this should benefit the Territory since most of its imports and some of its exports would be more efficiently and expeditiously handled through the new port.

Development on a local basis continued to be fostered by the Administering Authority through four local development committees designed to encourage community improvement on the basis of local initiative. During 1951 these committees, which function in both the Northern and Southern Sections, disposed of more than £10,000 in aid to village projects; this was the amount granted to them under the Development Plan in each of the previous financial years.

The Territory's share of a sum paid out in 1951 from the development reserves of the Gold Coast Cocoa Marketing Board was £18,000. This amount was made available to the Southern Togoland Rural Development Committee, to be spent on the provision of services such as roads, wells and dispensaries for the benefit of cocoa farmers.

At its ninth session, the Council expressed a hope for prompt implementation of the Ten-Year Development Plan in its final approved form. The Administering Authority replied that there was no lack of determination on the part of the present Ministers of The Gold Coast to ensure that the plan would be carried into effect at the earliest possible date.

At its eleventh session, the Council adopted the following observation:

The Council, noting the inauguration of the Development Plan and the advanced stage reached in the planning of the Volta River project, expresses appreciation of the action of the Administering Authority in submitting details of both these projects for the information of the Council and awaits with interest further reports on the progress of their implementation.

Farming; land; forests

The problems confronting the Administering Authority in improving the predominantly agricultural basis of the Territory's economy differ as between the Northern and Southern Sections.

The objective in the north is the production of a reliable cash crop. Groundnuts are thought to offer the best prospects in this respect; the output is described as already considerable, although not sufficient for overseas export. The Administering Authority considers, however, that a prerequisite is the assurance of food supplies, and the improvement of soil conservation and general agricultural methods has been the main field of government activity. As previously, there were in 1951 no agricultural officers or assistants actually stationed in the northern part of Togoland; the Administering Authority stated that supervision and guidance were given by staff from the Northern Territories of the Gold Coast, while itinerant Native Authority agriculturists were engaged in the supervision of Native Authority demonstration farms. The Administering Authority also attached importance to the work, in the Kusasi district, of a local Agricultural Development Committee, subsidized by the Government and Native Authority, which makes loans to farmers to enable each to buy a plough and two bullocks and demonstrates mixed farming methods, fertilizing, contour ploughing and produce handling. It also buys its member groundnut crops, using the profits to pay off the farmers' loans. Two of the northern Native Authorities also have similar loan schemes for the purchase of equipment.

The Administering Authority has found the northern farmers a conservative people, reluctant to adopt new methods and new crops. Nevertheless, it reported a continued extension in 1951 in the growing of maize, cassava, rice and vegetable crops and, in the Kusasi district, an increase in the number of Togoland members of the Agricultural Development Committee by seventy-three to a total of 157. It considered that the principal limitation to a widespread extension of mixed farming was now the capital investment required before a poor people could acquire bullocks and ploughs.

In Southern Togoland, the improvement of agricultural methods is also considered to be the fundamental general problem, but there the importance of cocoa as an established cash crop has led to particular attention being paid to cocoa farming. Of seven senior agricultural officers stationed in or near Southern Togoland in 1951, four were survey officers chiefly concerned with the suppression of the swollen shoot disease which in the past has ravaged wide areas

of the Gold Coast. The disease is controlled by cutting out affected trees; this was previously done on a compulsory basis and met with a certain amount of resistance, but was made voluntary in 1951 and, under a "New Deal" for cocoa launched later in the year, the compensation rates were doubled (from 2s. to 4s. per tree) and grants for replanting increased from 6d. to 6s. per tree. The Administering Authority reported that at the end of the year five outbreaks remained untreated, and that an intensive propaganda campaign was being launched in 1952.

A government agricultural station at Kpeve, on the southern frontier, serves the southern part of Togoland in the demonstration of general agricultural methods. Two local agricultural committees also function in this part of the Territory.

Cattle, sheep, pigs, horses and other stock are raised in the Territory, more especially in the north. The quality is regarded as generally very poor. The Gold Coast veterinary services, which have African assistants stationed in Togoland, have concentrated on the control of diseases and the improvement of stock.

The greater part of the land of the Territory is arable, but lack of water in some areas restricts its use. Land may not be alienated without the consent of the Governor, and relatively small areas are owned or leased by non-indigenous groups, namely the Administration itself, religious missions, trading companies and Africans from outside Togoland.

The Trusteeship Council, at its seventh and ninth sessions, made recommendations favouring an increase in and the diversification of agricultural production, and at the latter session it commended the Administering Authority on the establishment of local agricultural committees. The Administering Authority stated, in its annual report for 1951, that the aims of increased and more diversified production would continue to be pursued. The report also mentioned a campaign which had been conducted to encourage the greater production of food crops and a bulk-buying organization which had been established to buy and store at guaranteed prices all quantities offered of certain named foodstuffs. A pilot scheme for mechanized agriculture, started in the northern Gold Coast but regarded as important experimentally to Northern Togoland, had been considerably expanded in 1951. In Southern Togoland, not much progress had been made with a proposed rice scheme pending the collection of further hydrological data.

At its eleventh session, the Council adopted the following recommendation on the question of the swollen shoot cocoa disease:

The Council, noting the reorganization of the campaign to eliminate the swollen shoot disease from the cocoa-growing areas, and noting that outbreaks of the disease within the Trust Territory itself have been on a relatively small scale, emphasizes the importance to the economy of the Territory and its inhabitants of preventing the spread of infection, and urges the Administering Authority to take all practical measures to ensure the co-operation of the cocoa producers in this task.

Cocoa; marketing schemes

The planned marketing of the main export cash crop, cocoa, and of the less important crops of palm kernels and oil, copra, coffee and shea nuts, by statutory Gold Coast Marketing Boards is a feature of the economy of Southern Togoland in particular. Togoland has a representative on each of the two Boards, both of which operate on similar lines.

The more important of the two, the Gold Coast Cocoa Marketing Board, was reorganized in 1951 to give the cocoa producers more direct representation and to bring its policy and operations more closely under government control. It buys all the cocoa of the Gold Coast and Togoland at a guaranteed price fixed in advance of the crop seasons. A major factor in the fixing of the price is the provision of reserves considered adequate for the operations of the Board, and more particularly for stabilizing the prices to be paid to the farmers in the event of adverse trends on the world market.

It most years of its operation, the Board has fixed a farm price considerably lower than that at which it has sold the produce and has accumulated substantial net profits or surpluses. Thus, in the 1950-51 season, although the price paid to the farmer reached a record high level of about £130 per ton, the average selling price was £270 per ton f.o.b.; and after allowing for costs and greatly increased export duties (over £13 million as opposed to £3.5 million in the preceding year), the Board's operations showed a surplus of over £20 million.

The stabilization reserve was originally set at £30 million but its target has been progressively increased to £60 million; at the end of 1951 it stood at £51 million. Another reserve fund, for the rehabilitation of the industry, stood at £17.5 million, and the general trading reserve at £9 million; and insurance against riot and civil commotion had been increased by 50 per cent to £1.5 million.

These figures represent operations in respect of the Gold Coast and Togoland as a whole. Togoland's contribution to the total production amounts normally to somewhat less than 10 per cent; it consisted in 1950-51 of the record quantity of 23,421 tons. The Board purchased this cocoa through commissioned buying agents at an estimated cost of £4.5 million, of which slightly more than £3 million went to the producers, and sold it for £6.3 million.

The Board's surplus on operations over and above its allocations to reserves are required by law to be devoted to any purposes likely to benefit cocoa producers subject to government approval. In 1950, it set aside £1 million to be invested in 3 per cent bonds, the interest to be used to provide scholarships for students from the cocoa areas in the Gold Coast and Togoland. It has also made a loan of £2.3 million to the Government for extensions to the Takoradi harbour in the Gold Coast. In 1950 and 1951, sums totalling £375,000 were offered for local development projects in the cocoa areas and, of £40,000 actually paid out, Togoland's share was £18,000.

In the course of its previous sessions, the Trusteeship Council has concerned itself particularly with the desir-

ability of ensuring that the Togoland producers were adequately represented on the Board and that the Trust Territory received an equitable share of the benefits derived from the marketing of its produce. At its fourth and seventh sessions, it made recommendations on these matters and, at its ninth session, endorsed the Board's policy, welcomed its reconstitution and expressed hopes for adequate representation of Togoland producers. At the two latter sessions it had before it petitions from a Togoland cocoa farmers' organization expressing dissatisfaction with the arrangements for the Trust Territory and asking for a separate marketing organization for Togoland.

In its annual report for 1951, the Administering Authority pointed out that Togoland, producing somewhat less than one-tenth of the cocoa crop, had one of the three producer seats on the Board, whose total membership was eight. The Togoland member was a farmer living in the centre of the main cocoa-growing area in the Trust Territory.

At its eleventh session, the Council made the following recommendation in respect of cocoa prices:

The Council, noting the substantial price-stabilization reserves which have now been set aside by the Gold Coast Cocoa Marketing Board from the sale on the world markets of the cocoa production of the Gold Coast and Togoland; noting the additional funds reserved for the purposes of economic and other development in the cocoa areas; and recognizing that in future a smaller proportion of the difference between the world prices and the prices paid to the farmers will accrue to the Board as a result of the new export duty imposed on cocoa as a means of financing general development plans; recommends that the Administering Authority, bearing in mind these considerations and also the desirability of avoiding undue inflationary pressures, invite the Board to review the prices paid by it to the producers in order to ensure that these prices are adequately related to the world market prices and also to the prices paid to cocoa producers in neighbouring territories.

Industry

There are no major manufacturing industries in Togoland, and only a few on a small scale. A brick and tile works operated at Ho by leper patients was abandoned in 1951 because of faults in the kiln; bricks and tiles were being produced by another operator at Kpandu; and the production of glazed pottery was started at Ve Koloenu.

Weaving continued to be carried on as a cottage industry at several centres with the support of the Southern Togoland Rural Development Committee. The Industrial Development Corporation, a statutory Gold Coast corporation empowered to assist industrial enterprises, continued to give technical and financial assistance to the weavers at Awatime, and also to buy and market the products of local wood and ivory carvers.

In Northern Togoland, industries remained limited to local handicrafts and home industries.

Co-operatives

The Administering Authority states that it has been active in the development of many forms of co-operation, which, it feels, is a sure means of developing the

resources and economy of the Territory in the interests of its inhabitants.

The Council, at its ninth session, encouraged the Administering Authority to continue this policy. It was informed at its eleventh session that, by 1951, the number of co-operative societies had increased to twenty-six, from ten in 1947; most of these were primary co-operatives for the marketing of cocoa, with a total membership of 3,866. A consumer co-operative had been established within the Territory at Jasikan, and an assistant co-operative officer and three inspectors of co-operative societies, all of whom had received special training, had been stationed in the Territory.

At that session, the Council adopted the following recommendation:

The Council, recalling its previous interest in the progress of the co-operative movement and noting the further progress achieved in the period under review, expresses the hope that the Administering Authority will continue to encourage this development.

Water supplies

The provision and improvement of water supplies is a problem the urgency of which was emphasized by the Visiting Mission in 1949 and, at its seventh session, the Trusteeship Council recommended that the Administering Authority should devote the closest attention to securing an adequate supply for the inhabitants as rapidly as possible. At its ninth session, the Council noted with satisfaction the progress achieved and plans for considerable further improvements. It recommended that water supplies be further extended, particularly in the arid Northern Section.

Reporting on further progress during 1951, the Administering Authority stated that its policy was to continue the development of water supplies as fast as possible in both Sections of the Territory. However, owing to the greater concentration of population in the Southern Section, it was inevitable that the larger schemes and more obvious progress should occur there. Nevertheless, the programme of village wells, ponds, etc., in the north would be pursued vigorously with the ample funds provided for minor rural supplies in the Development Plan.

At its eleventh session, the Council adopted the following conclusion:

The Council, recalling the importance which it has previously attached to the programmes for the provision of water supplies in the Territory, notes with approval that the acceleration of the rural water programme is regarded in the Development Plan as a matter of the highest priority.

Communications

In 1951, a total of 302 miles of road was maintained by the Administration; Native Authorities maintained 292 miles of all-weather road at the Administration's expense and a further 120 miles at their own expense. Comparison with the 1950 figures showed that the responsibility for considerable sections of road had been handed over to the Native Authorities, while the Administration continued to provide the funds.

At its seventh and ninth sessions, the Council made recommendations favouring intensification of the road

communications programme, with particular attention to the construction of all-weather roads and the surfacing of existing roads.

In its annual report for 1951, the Administering Authority stated that a broad extension of the road system was planned in the development programme, of which a main trunk all-weather road from Accra (Gold Coast) to Papase was the first objective; the cost of the section of that road lying within the Territory was estimated at £360,000. When a decision was taken on the Volta River project and its implications were fully known, it would be possible to plan the extension of that main road to the Northern Section of the Territory.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling the previous attention which it has given to the need for the improvement and extension of the road system in the Territory, notes the progress made in the period under review and urges upon the Administering Authority the desirability of constructing an all-weather road linking the northern and southern parts of the Territory and of further improving access to the cocoa-growing areas in particular.

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

General

The representative of El Salvador considered the economic situation of the Territory in general to be satisfactory.

The representative of the Union of Soviet Socialist Republics stated that, having subordinated the Trust Territory economically to the Gold Coast, the Administering Authority was not concerned with its economic development. It did not foster the interests of Togoland as a Trust Territory; it merely considered it as a component part of the Gold Coast Colony. The Administering Authority had distorted the development of the economy of the area and had turned it into a source of raw materials for the metropolitan area. Six per cent of all the arable land was used for cocoa plantations, and 2,000 acres for the production of coffee, both products being designed for export. The entire production of cocoa in the Territory had been purchased by monopolistic organizations set up by the Administering Authority.

The special representative of the Administering Authority pointed out that the Union of Soviet Socialist Republics was very high on the list of countries to which cocoa was exported; it was fourth on the list. Therefore, if the Administering Authority was exploiting the Territory for its own good, it was also exploiting it for that other country's good, because the latter was buying a large proportion of the cocoa at the same price that the British and American purchasers had to pay.

Public finance; taxation

The representative of the Union of Soviet Socialist Republics stated that in the field of taxation, the Administering Authority was maintaining the head-tax system, which did not take account of the income and

ability to pay of the indigenous population. As a result, the main burden of taxation fell on the poorest members of the indigenous population, which constituted the overwhelming majority. In this connexion, he felt that the Trusteeship Council should recommend that the Administering Authority take steps to replace the head tax by a progressive income-tax system or, at least, by a system of income tax taking due account of the property status and taxable capacity of the population.

Development plans

The representative of New Zealand noted that the revised Development Plan laid particular stress on educational development, while maintaining the major emphasis on economic development. Recalling that the plan was to be financed mainly from an additional export duty on cocoa, he observed that it was fortunate for the Gold Coast and the Trust Territory that the price of cocoa had remained at such a high level and was thus bringing prosperity to the producers and providing ample funds to the Gold Coast Cocoa Marketing Board and to the Government to enable these ambitious projects to be financed. The representative also stated that his delegation had been grateful to have the information appended to the report on the development of the Volta River project.

The representative of France, noting with particular interest the projects of development on the basis of local community initiative, considered that although enthusiasm for such development varied from place to place, it could be noted with satisfaction that in the southern part of the Territory there had already been a good response to this idea of village development by the villagers themselves.

The representative of the Union of Soviet Socialist Republics stated that, according to the 1949 Visiting Mission, in the drawing up of development plans the Trust Territory's own requirements were not planned for separately, but in relation to the needs of and the resources available to the Gold Coast as a whole.

The special representative of the Administering Authority assured the Council that it would be kept informed of all important stages in the working out of the Development Plan and of all major developments in connexion with the Volta River project.

Farming; land; forests

The representative of New Zealand said that his delegation would again stress the desirability of encouraging diversification in the primary products of the Trust Territory and of improving agricultural methods. The work of local and agricultural development committees seemed to be useful and stimulating in this connexion, and the assurance of the Administering Authority in the annual report that these aims would continue to be actively pursued was welcomed. The representative also mentioned the importance of preventing and controlling outbreaks of swollen shoot disease, and deplored the fact that these measures did not seem to have been fully appreciated by the cocoa farmers. He had no doubt that the Trusteeship Council could well urge them to co-operate to the utmost with the Administration in the control measures which it advocated, otherwise there was a danger of the only

real source of the wealth of the Trust Territory being threatened.

The representative of France considered that the decision of the Administration in 1951 to make voluntary and no longer compulsory the cutting out of infected cocoa trees was evidence of the evolving public spirit among the inhabitants. He considered even more significant the fact that the Native Authorities had become aware of the importance of forest conservation, and that certain of these authorities had enacted regulations to control or prevent the burning of brush.

The representative of El Salvador noted with satisfaction that the Council's recommendations of its seventh and ninth sessions to the effect that the Administering Authority should increase and diversify agricultural production had already been implemented, and that the Administering Authority intended to make efforts to improve agricultural methods and assist indigenous farmers in their activities. He believed that, in spite of the difficulties encountered in the Northern Section owing to lack of co-operation by the population in learning new methods of cultivation, this problem would be overcome and the Administering Authority would take all measures to ensure that new methods were learned by the whole population so that the Northern Section might reach the same level as the Southern.

The special representative of the Administering Authority said that the responsible authorities, both in the United Kingdom and the Gold Coast, were very much concerned about the question of diversification of agricultural production and would continue to give it very careful attention. It was intended also to continue to tackle as strenuously as possible the problem of the swollen shoot disease.

Alienation of land

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was continuing to alienate land from the indigenous population of the Trust Territory. It was taking no steps to return alienated land to the indigenous population. In 1950, the Administering Authority had alienated more than four acres of land from the indigenous inhabitants; in 1951, it had alienated a further four acres. At present, the Administration was holding more than five square miles of land. The Administering Authority was also alienating land under the guise of so-called land-planning and establishing forest reserves. The Development Plan provided for some 250 square miles of forest reserves and seventy-seven square miles of land planning areas in the Northern Section alone. In Bawku District, a reserve of forty-one square miles had been set aside. In the Southern Section, 223 square miles of forest reserve had already been created. He felt that the Trusteeship Council should recommend that the Administering Authority return to the indigenous population the lands alienated from it in any way, and that it should not in future allow the alienation of land belonging to the indigenous population.

The special representative of the Administering Authority emphasized the small size of the alienated lands and pointed out that unless some small alienations were made every year it would be impossible to enable

economic activity to continue. For example, a bank had been established in the Territory, and this could not have been done without allowing the banking company to acquire some small acreage of land for its premises. It was not possible to prohibit alienation completely, but the very strictest control was kept over it. The establishment of land planning areas and forest reserves did not in any way result in the transfer of ownership but was merely a question of some control of cultivation. The representative of a country enormously well endowed with undeveloped forests perhaps found it difficult to appreciate what great care had to be taken in tropical countries to conserve forest reserves.

Cocoa; marketing schemes

The representative of New Zealand fully approved of the reorganization of the Gold Coast Cocoa Marketing Board on lines which were more in keeping with the present-day conception of public corporations and which rendered it accountable in its operations to a greater degree to the Legislative Assembly.

The representative of China noted with satisfaction the beneficial results which had been derived from the increased cocoa exports and the higher prices commanded by that product in the world market, and particularly the favourable effect this situation had had on the standard of living. However, considering that the difference between the world market price of cocoa and the price which the producer actually received should be as small as possible, he felt that the Administration should investigate this question carefully so as to give the fairest possible treatment to the cocoa farmers.

The representative of the Union of Soviet Socialist Republics stated that the Government had set up the Cocoa Marketing Board without consulting indigenous producers, whose interests were not represented on the Board. This was shown in petitions T/Pet.6/15 and Add.1 and T/Pet.6/204. According to a petition of the Togoland National Farmers' Union³⁸⁶, the Cocoa Marketing Board had made a profit of over £63 million, which it did not use for the development of the Territory and the benefit of its poverty-stricken inhabitants.

The special representative of the Administering Authority said that the one assurance that he could give on the subject of cocoa prices was that the reserves which the Cocoa Marketing Board would in future be setting up would be at a much lower rate than in the past years, when its stabilization reserve was being set up. He did not expect, however, that there would be a very great increase to the farmer, largely because it was now the policy of the Government to levy a very heavy export duty on cocoa, which would go to the financing of development. It therefore meant that the Government would be taking more of the difference between the price paid to the farmer and the price at which the cocoa was sold, and the Cocoa Marketing Board less. Some increase might possibly be announced in 1952 for the following season's crop, but he did not think that it would be very large because, amongst other things, of the important consideration of keeping a check on inflation.

Co-operatives

The representative of New Zealand thought that the expansion of co-operative enterprises should be welcomed by the Council and encouraged in this predominantly agricultural territory.

Communications

The representative of New Zealand considered that the Council might wish to continue to take an interest in the construction of new roads and the improvement of existing roads in the Territory. The projected construction of the main trunk all-weather road from Accra to Papase and its possible extension to the Northern Section of the Trust Territory would be a valuable addition to the communication system of the Territory.

4. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Policy and general

General social advancement, the Administering Authority states, is a process to which all agencies—voluntary, governmental, commercial and local—contribute. The principal government agencies are the Gold Coast Medical Department and the Social Welfare Department, both of which have staff working in the Trust Territory, and the Labour Department, which has no senior officers there. The Social Welfare Department has continued to be particularly active in Togoland in the field of mass education and community development (see below, *Educational advancement*). To meet the needs of these programmes, the Department's staff stationed or working in the Territory was considerably reinforced during 1951.

Status of women; social customs

Women play an important part in the economic life of the Territory as traders in the local markets. Native custom does not recognize that women exercise formal political rights. The Administering Authority has noted that in the Southern Section, however, they have become more and more vocal in their desire for political recognition.

In connexion with a recommendation by the Council at its fourth session that uncivilized practices which were gradually disappearing, such as child marriage, should be expressly forbidden by law, the Administering Authority has pointed out that child marriages are not, in fact, customary in Togoland. It considers that, in general, prohibition does little to hasten the extinction of social practices which are not repudiated by a large proportion of the community, and that the most effective means of eliminating practices which may not be consonant with civilized thought lies in the expansion of general and Christian education.

After the Council, at its ninth session, had urged the Administering Authority to continue to give special attention to measures designed to improve the status of women, the Administering Authority stated that it recognized that education alone would enable women to make full use of the opportunities existing for them, and that it was determined to bring the proportion of girls at school up to that of boys. The success achieved

³⁸⁶ T/Pet.6/305.

by the mass education programme had been outstanding in the case of women. The Administering Authority pointed out that the status of women was in no way inferior to that of men; they had equality under the new electoral laws and were being trained for various branches of the civil service. Several Native Authorities included women members.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting with approval that women have equality with men under the new electoral laws applying in the Territory, expresses the hope that the Administering Authority will continue to encourage women to take greater part in the civic and political life of the Territory.

Vital statistics

A compulsory register is kept of all births and deaths occurring at the town of Ho. Although three Native Authorities in Southern Togoland have made rules for the compulsory registration of African births and deaths in sixty-two towns and villages, the Administering Authority states that the rules have not been generally observed and it has been decided to restrict their application to eleven of the larger centres. Once effective registration has been achieved it is expected that the new local government authorities will wish to extend registration gradually to all areas in the Territory.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting the difficulties encountered in respect of the registration of births, deaths and other vital statistics in the case of the indigenous inhabitants of the Territory, expresses the hope that the Administering Authority will take further steps to ensure that the registration of such statistics is made applicable to the whole of the Territory.

Corporal punishment

Until 1951, the laws of the Territory permitted the award of corporal punishment to adults for rape, robbery with violence and similar offences, and to boys under 16 in all serious crimes. In the case of adults, no such sentence has been imposed for the past four years, and in the case of juveniles, the number of cases has declined from fifteen in 1949 to three in 1951. New legislation enacted in 1951 retains corporal punishment, as a court sentence for adults, only for housebreaking with weapons. The penalty may also be awarded for two types of prison offences.

The abolition of corporal punishment was recommended by the Council at its fourth session. At its seventh session, the Council noted a decrease in the number of cases in Togoland, as well as a statement by the Administering Authority that its policy aimed at gradual reduction, with the object of abolition as soon as practical, and reiterated its previous recommendation. The General Assembly at its fifth session, and again at its sixth session, also recommended that measures be taken immediately to bring about the complete abolition of corporal punishment in all Territories where it existed. At its ninth session, the Council, noting in the case of Togoland that the Administering Authority had undertaken a further review of its position in the light

of the General Assembly and Council resolutions regarding corporal punishment, and also noting that it had been decided by the Executive Council of the Gold Coast that corporal punishment for adults would be abolished as a sentence of the courts, urged that measures be taken immediately to bring about the complete abolition of corporal punishment.

In its annual report for 1951, the Administering Authority stated that the Gold Coast Government's legislative proposal to abolish corporal punishment as a court sentence for adults had been modified by the Legislative Assembly by the retention of corporal punishment for the offence of housebreaking with weapons. The Assembly had considered that, at the present stage of the development of the Gold Coast and the Territory, public opinion would not support its abolition for this offence. The Administering Authority considered that, in view of the degree of constitutional development in the Gold Coast and the Territory, no method other than persuasion should be used to achieve the desired end, although the utmost would be done by educative means to bring public opinion to accept total abolition. The punishment—both as a court sentence and in prisons—had been retained more for deterrent than for punitive effect. With regard to juveniles, the Administering Authority stated that when probation services could be extended to the Territory the proportion of cases involving corporal punishment should be reduced even further than had already been done by the sending of convicted youths to the Borstal Institution; however, the small extent of juvenile delinquency in the Territory did not warrant the diversion there of the limited number of probation officers required more urgently in the Gold Coast urban centres.

Medical and health services

The medical services available in Togoland are provided by the Gold Coast Medical Department, the Native Authorities and, to a lesser extent, the missions. At the end of 1951, it was announced that a Commission of Inquiry into the health needs of the Gold Coast and the Territory would be appointed early in 1952 to examine and make recommendations on measures taken or projected in the fields of medicine and public health.

The Southern section of the Territory is served by the central hospital at Accra in the Gold Coast and by district hospitals within the Territory at Ho (thirty-eight beds), to which an ambulance has been allocated, and Hohoe (twelve beds, with a new hospital of forty beds expected to be ready for use in 1952), and by a mission hospital (eighteen beds) at Worawora. The Northern Section is served by a thirty-six bed hospital at Yendi (to be extended to sixty beds) and two hospitals just outside the Territory at Bakwu and Salaga.

Twenty-one dispensaries, two of them just outside the Territory, also provide treatment. Most of them are operated by Native Authorities. In addition, there are eight ante-natal and child welfare clinics located in the Territory as well as a Native Authority maternity clinic and a mobile maternity and child welfare clinic, both located in the south. There are one leper settlement and one leper clinic in the Territory. During 1951 a health centre at Kpandu was completed, for use initially as a dispensary and maternity clinic.

From 1947 to 1951, two government medical officers were stationed in Southern Togoland and, from 1950, one at Yendi in the north. In 1951, two non-official registered physicians were added to the number serving the Territory. The total number of all medical personnel increased from seventy-eight in 1950 to eighty-nine in 1951, the government staff including three doctors, four midwives and twenty-three registered nurses. Twelve missionaries were engaged in medical work. The principal diseases treated by the regular medical services are yaws, skin diseases, malaria and pneumonia.

The total government expenditure for public health amounted to £59,860 in 1947-48, £46,141 in 1948-49, £47,330 in 1949-50 and £50,266, or 4.85 per cent of the estimated total expenditure, in 1950-51.

The Trusteeship Council has previously drawn attention to the inadequacies of medical facilities serving the Territory and, at its fourth, seventh and ninth sessions, made recommendations towards their improvement. At the most recent of those sessions, the Council, while appreciating the progress made in the field of health, noted the rather small number of doctors and hospitals, particularly in the Northern Section, and the shortage of trained indigenous medical personnel, and recommended that the Administering Authority continue to expand medical facilities, train the indigenous inhabitants in public health, and continue to seek further assistance from the United Nations specialized agencies.

In its annual report for 1951, the Administering Authority stated that a marked improvement in the health services had started with the increase in the number of doctors in the Territory to five, the opening of an additional hospital at Worawora, the completion of the new Hohoe Hospital, the construction of the Kpandu health centre and the increased number of dispensaries. Completion of further plans would before long raise the number of hospital beds from the present figure of just over one hundred to about 180. The Administering Authority stated that, although there were no public or private training facilities in the Territory, there were special facilities in Gold Coast institutions available to qualified candidates, and in 1951 thirteen women from the Territory were serving in the Medical Department while thirty-three more were undergoing training. It was expected also that assistance and advice would be available in the near future from the regional office of the World Health Organization at Brazzaville.

At its eleventh session, the Council adopted the following recommendation:

The Council, while considering satisfactory the progress achieved during the period under review, expresses the opinion that much remains to be done in the field of medical and health services, and recommends in particular that the Administering Authority continue its efforts to recruit additional doctors for service in the Territory, to expand the facilities for training medical personnel to provide adequate maternity and infant care and to undertake more intensive measures to eliminate the disease of yaws.

Nutrition

The Administering Authority states that, in terms of food factors, such deficiencies in diet as exist in the

Territory are mainly of protein, calcium and riboflavin. Deficiencies in green vegetables and fruits have been noticeable but may be expected to be remedied by education in balanced diets and improved farming techniques. The services of the nutrition officer of the Gold Coast have been available to the Trust Territory.

At its seventh session, the Council invited the Administering Authorities of the Trust Territories to continue to explore, in co-operation with the specialized agencies and also with competent scientific bodies, the possibility of utilizing and expanding the latest scientific methods in the improvement of nutritional standards among the inhabitants.

The Administering Authority reported that an investigation undertaken in the Gold Coast in 1950 by the World Health Organization and the Food and Agriculture Organization into *kwashiorkor*, perhaps the most widespread nutritional disease in tropical Africa, had been given every assistance. As a result of recommendations made by the experts conducting the survey, the Medical Department was using skim milk on a wider scale in hospitals generally, particularly when treating *kwashiorkor*, and its increased consumption in the home was being advocated.

Incomes and standard of living

The Administering Authority reported that the general standard of living in the Southern Section continued to rise in 1951, as in 1950, because of the continued rise in prices paid for cocoa and other agricultural products, despite a simultaneous increase in the cost of imported goods. In the Northern Section, less favoured by this situation, interest in cash crops was growing, and mixed farmers were emerging as a class of men of wealth and substance.

The Visiting Mission of 1949 noted that no accurate assessment of income was made in the Territory; and for its part the Administering Authority has stated that very few Africans have sufficient income to be liable to income tax. As far as costs and standards of living are concerned, no surveys are made and no statistics are available, apart from a provisional weighted index of local market prices in the Southern Section.

Regular wage-earners form a small minority of the population. Apart from labour seasonally employed on the cocoa farms, roughly estimated at 20,000-25,000, the Administration and the Native Authorities are the main employers of labour. Wage levels are described as being set by the Government; in 1951 government wages ranged, as in 1950, from £3 18s. per month for labourers to £11 17s. 1d. per month for the highest-paid carpenters. A temporary cost-of-living allowance, now at the rate of 20 per cent, has been paid since 1949. The cocoa workers are employed either under a caretaker system, receiving one-third of the produce, or under a commission system, in which payment is by means of a commission on each headload (the most popular system), or at an annual contract rate to £12 to £20, or, less commonly, at a casual rate of about 2s. 6d. per day. These rates are the same as those prevailing in 1950. Under the caretaker, commission and contract systems, board, lodging, tools and working clothes are provided by the farm owner.

The Trusteeship Council, at its fourth session, recommended that the Administering Authority take appro-

priate measures to establish wages at a level which would not only enable workers to meet the expenses of everyday life, but would also raise progressively their standard of living. The Council also recommended that the Administering Authority undertake, as soon as possible, cost-of-living studies, which might serve as a basis for a realistic policy designed to ensure the well-being of the indigenous population.

The Administering Authority subsequently stated that the existing wage levels were considered fair and reasonable, having regard to the needs of the workers and the economic position of the Territory. It recognized the desirability of obtaining detailed information regarding the cost of living, and intended to carry out studies in the next few years, but did not agree that such information would be an essential basis for a realistic policy of public well-being.

At its ninth session, the Council, noting the need for further improvement of wages and standards of living, expressed the hope that the Administering Authority would not relax its efforts to ameliorate the living conditions of the indigenous inhabitants, and reiterated its previous recommendation that the Administering Authority undertake cost-of-living studies and review its wage policies in the light thereof.

The Administering Authority, reiterating in its annual report for 1951 that to a large extent the level of wages throughout the Territory was determined by wages paid by the Administration, stated that the Legislative Assembly of the Gold Coast was to consider early in 1952 the adoption of new consolidated wage rates. In the case of labourers, these would amount to an increase of nearly 45 per cent in the Northern Section, and nearly 17 per cent in the Southern Section, of the basic wage plus the temporary allowance, thereby bringing the wages paid in the two Sections into line. Similar increases were under consideration for semi-skilled workers and artisans. The special representative subsequently informed the Council that the approved increases were being put into effect as rapidly as the administrative machinery would allow, starting at the lower levels where the increases were in fact those mentioned above.

At its eleventh session, the Council adopted the following recommendation:

The Council recommends that the Administering Authority make a thorough study of seasonal movements of labour, particularly in the cocoa industry, and of the conditions of seasonally employed labour.

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

Status of women

The representative of New Zealand said that in the previous year his delegation had urged the Administering Authority to give special attention to measures designed to improve the status of women. He thought that the Council would agree that such attention had been given. The mass education and mass literacy campaigns had been reported by the Administering Authority to have been successful, particularly in the case of women.

The representative of the Dominican Republic, noting with approval that the rights of women had been recog-

nized, considered, however, that there was a certain indifference on the part of women toward participation in various community activities, and that the Administering Authority should encourage greater interest on the part of women in taking part in the civic and political life of the Territory. It should also seek to provide greater protection for maternity and childhood, and establish, in practice, the principle of equal pay for equal work. She expressed the hope that more opportunities would be given to women to educate themselves so that they might be in a position to co-operate constructively in the life of the community.

The special representative of the Administering Authority said that the greater participation of women in political life must come as a result of the increased education of women, and every encouragement was being given to parents to send more of their girls to school. The Government's policy was to give equal pay for equal work to men and women and the government employment schemes formed such a large proportion of total employment schemes that other employers followed the Government's lead very closely.

Vital statistics

The representative of El Salvador expressed the hope that the Administering Authority would do everything in its power to ensure that the registration of births and deaths was extended to the whole of the Territory.

The special representative of the Administering Authority stated that his Government intended to press strongly on the new local government authorities the need for improvement in the recording of vital statistics.

Corporal punishment

The representative of New Zealand thought that the consideration that had been given by the Legislative Assembly to the bill designed to bring about the abolition of corporal punishment as a court award to adults, and the subsequent modification by the Assembly of that bill to retain corporal punishment for the offence of housebreaking with weapons, demonstrated the difficulties which had to be faced by all Administering Authorities in persuading public opinion at one stroke to take this drastic step, however desirable the Council might think it. His delegation realized that it was impossible for the Administering Authority to do more than endeavour, by persuasive methods and education, to bring the public to the stage at which its elected representatives would readily agree that this punishment should be completely abolished. The new democracy could be led; it could not be forced. His delegation had also noted the fact that the number of awards of corporal punishment in 1951 had been negligible.

The representative of China noted with disappointment that the measures which the Administering Authority apparently intended to take with regard to the question of corporal punishment had been obstructed because of the integration of Togoland with the Gold Coast, since the Government bill abolishing corporal punishment for adults had been modified by the Legislative Assembly to permit the retention of its award for housebreaking with weapons. He considered that this clearly showed that the Government's intention to meet the wishes of the General Assembly and the Council

had been frustrated by the decision of a body in which the Territory had only a minority voice and which, evidently, could not be influenced by the few Togoland members; this situation spoke for itself.

The special representative of the Administering Authority stated that it was not the position of the Territory in relation to the Gold Coast which had been in any way responsible for the failure to abolish corporal punishment as an award of the courts to adults; he was convinced that the same feeling regarding the award of corporal punishment for the one offence of armed housebreaking was as prevalent in Togoland as in the Gold Coast. The people of both areas were extremely reluctant to see removed the deterrent effect of corporal punishment for this one serious offence, and it had been the Government's reluctance to go contrary to the wish of the people that had forced it not to press the matter at the moment.

Medical and health service

The representative of Belgium considered it necessary to develop further the medical services. His delegation wished in particular to see in the next annual report information as to the auxiliary medical personnel trained in the hospitals and in other medical training centres situated in the Gold Coast.

The representative of New Zealand remarked that, although there had been a marked improvement in the health services of the Territory and the number of doctors had increased from three to five, it must be conceded that very much still remained to be done. His delegation hoped that the expansion taking place in medical training facilities would continue and that the number of African men and women serving in the medical department would in the next year show a considerable increase. It was realistic to accept the fact that the Administering Authority had found it difficult to persuade doctors to come into the area. If they would not come from abroad, then presumably they had to be trained within the Territory. That involved the complete establishment of a medical school, which could not be done at one stroke of the pen and was also costly. It was clear, however, that the Territory stood to benefit considerably from its association with the Gold Coast in respect of the projects included in the medical section of the Development Plan.

The representative of France considered that important progress had been made in the field of public health.

The representative of China considered satisfactory the progress achieved during the year under review in the field of health but felt that, since the vast needs of the Territory had not yet been fully met, further efforts by the Administration were still required. He awaited with interest the findings of the Commission of Inquiry into the health needs of the Gold Coast and the Territory.

The representative of the Dominican Republic noted that the most common endemic disease in the Territory was yaws, and expressed the hope that the next annual report would show a decline in the number of cases. She noted with concern the considerable increase in infant mortality during the last six years. She stressed the importance of the Commission of Inquiry, which had an important task to fulfil.

The representative of the Union of Soviet Socialist Republics stated that the situation in the field of public health in Togoland had not changed since the 1920's. This could be seen from a comparison of official data supplied by United Kingdom authorities, particularly for the years 1929, 1931 and 1951. In 1929, according to the United Kingdom report on the Mandated Territory of Togoland, there were five qualified doctors in the Territory. In 1931, according to the report for that year, there were two hospitals in the Territory. At present—more than twenty years later—there were five doctors and four hospitals in Togoland, according to the annual report for 1951. The representative stated that the Administering Authority did not envisage any measures to improve the health facilities of the Territory. The so-called Ten-Year Development Plan did not provide for the building of a single hospital in the Territory. At present, there was only one hospital bed for every 4,000 inhabitants. Despite the lack of medical personnel, there were no facilities for training such personnel. The report supplied information demonstrating the inadequacy of medical facilities and the pitiful living conditions of the population. In the town of Ho, the only town where statistics were kept, the infant mortality rate in 1951 was 208 per thousand children, as compared with 146 in 1949. He felt that the Trusteeship Council should recommend that the Administering Authority increase the budgetary appropriations for health needs.

The special representative of the Administering Authority stated that the report of the Commission of Inquiry into health needs, which should be available within a few months, should place the Administration in a better position to assess the relative priorities to be given to the various improvements in the health services which would undoubtedly be necessary. There might have been a misconception as to the amount of money being spent by the Government at the moment on health services. The new hospital building at Hohoe and the health centre at Kpandu and the improvements elsewhere, had been carried out from votes under the control of the Public Works Department and consequently, had been shown in the financial figures as being public works. If medical building expenditure were added to the figure of £50,000 given as medical expenditure in the annual report, this figure would become nearly £98,000. In addition, there had been expenditure by local government bodies on health services amounting to nearly another £18,000. Although there had not been perhaps quite as great a quantitative improvement in the health services as there might have been, there had been a very qualitative improvement. The improvement in communications, the increase in junior staff, and the improved facilities generally had enabled the same number of doctors to treat many more patients now than they were able to in the 1920's. As for the possibility of seeing, in future reports, a decline in the number of cases of yaws, the figures submitted were not the total number of persons afflicted by this disease, but the number of cases actually treated. A decline in these figures would be welcomed if it amounted to a lessening of the number of people suffering from the disease, but not if it merely meant that the same number of people were suffering from them but fewer people were in fact being treated. On the question of the lack of training facilities in the

Territory for auxiliary medical personnel, he drew attention to the very large number of training facilities which existed in the Gold Coast. All these facilities and training institutions were open alike to inhabitants of the Territory and to inhabitants of the Gold Coast, and the distances between the two Territories were not such as to constitute difficulties for people in the Territory to travel from their homes to these institutions, which were mainly in Accra and Kumasi.

Nutrition

The representative of Belgium said that the Council would certainly note with satisfaction the result of studies which were being carried out on problems of nutrition in the Territory. This work had a special interest for all territories which had the same climate, and would no doubt lead to the improvement of the lot of many other African peoples.

The representative of New Zealand stated that his delegation had noted with interest the attention being given to fisheries and to the training in fishing methods being imparted to the inhabitants. This was a development in which the Council might well express some interest, for it would appear that the food value of fish to the inhabitants of the Trust Territory was insufficiently appreciated.

The representative of France considered that the nutritional studies which had been undertaken were particularly noteworthy for their practical and general value.

Labour, incomes and standards of living

The representative of China noted with satisfaction the general increase in salaries and wages. However, he considered that because of the rising cost of living accompanying the high price of cocoa and other products, it was essential for the Administration to keep the question of salaries and wages constantly under review. He felt that too much stress could not be laid upon the importance of further studies on the standard of living.

5. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Policy and general; primary education

The educational system of the Territory, which is integrated with that of the Gold Coast, has been developed in accordance with a ten-year plan which came into operation six years ago. The Administering Authority reported that this plan would be superseded by an Accelerated Development Plan for education, which came into effect in January 1952.

Prior to the new plan, the policy was to provide for a primary course (infant-junior schools) for children of 6 to 12 years of age, followed by a four-year course at a senior primary school, entry to the secondary schools to be obtained after completion of the second year of the senior primary school course. Under the Accelerated Development Plan, a basic primary course (the present infant-junior school), to be provided for all children at public expense, would be followed either by the "middle school" course, as the present senior primary course would be known, or, for qualifying

pupils, direct promotion to a secondary school. However, the Administering Authority stated that, due to the shortage of teachers needed to improve the quality of the primary course, it was not expected that it would be possible to accelerate to any large degree the former revised ten-year plan. In addition, there were financial considerations; it would be some time before the Territory could support enough middle schools to accommodate all the expected 75 per cent of pupils who would be most suited to that course, which was less academic and of a more practical nature than the secondary school course.

Within Togoland there were, in 1951, 287 infant-junior schools, fifty-one senior primary schools, one secondary school and two post-primary teacher-training colleges. Most of the schools (330 out of 341) are in the Southern Section of the Territory, and the great majority are mission or church schools. All schools in the north are managed by Native Authorities.

There are no government schools in the Territory and the Administering Authority has stated that it does not propose to establish any. However, government control is exercised through the Education Department, which is advised by central and district committees, and through the granting of financial assistance under prescribed conditions. Primary schools were classified during 1951 as assisted (106), designated (79) and non-designated (153). The first received government grants-in-aid upon meeting certain standards; the second, of a lesser quality, received all aid from the Administration short of direct financial assistance; and the third were of low standard, receiving only small Native Authority grants, as did some of the designated schools. Under the Accelerated Development Plan, these classifications would be reduced to two: assisted (to include all assisted and designated and a few non-designated schools) and non-assisted schools. According to this plan, no new primary school might be opened by a religious body or by persons with assistance from public funds without the prior approval of the appropriate local government authority. These authorities will in time, according to the Administering Authority, take over the main responsibility for primary and middle education.

The following table shows the development of primary education from 1949 to 1951:

Year	Section	Number of schools	Enrolment	Teachers
1949	Southern....	296	25,057	935
	Northern....	15	877	29
1950	Southern....	312	27,509	985
	Northern....	8 ^a	428 ^a	15 ^a
1951	Southern....	327	28,298	1,001
	Northern....	11	577	24

^a The decrease was due to the transfer of Krachi area from the Northern to the Southern Section.

Of the 28,875 children in schools in 1951, 22,889 were in the infant-junior groups (5 to 11 years) and 5,986 (12 to 15 years) in the senior classes—all but sixty-eight of the latter being in the Southern Section.

As from January 1952, no fees were to be charged in primary schools but parents would continue to pay for books, stationery and uniforms. School fees were payable during 1951 in the Southern Section, where rates generally were 15s. to 18s. a year for infant

classes, 30s. for junior classes and 42s. for senior classes. Education is free at the Native Authority day schools in the Northern Section; the Native Authority boarding school at Yendi charges fees depending on the origin of the child and the income of its parents.

The principal problems in the general field of education which occupied the attention of the Trusteeship Council in the past, and of the Visiting Mission in 1949, were, apart from the desirability of extending facilities in general, the fact that the education was not for the most part free, the relative lagging behind of the Northern Section, and the extent of the part played by religious missions in education in the south and by the Native Authorities in the north. At its fourth and seventh sessions — having before it at the latter session a number of petitions on these matters — the Council recommended a number of measures favouring, *inter alia*, the development of a free basis for education on the primary level, greater practical intervention in educational activity by the Administration itself, and the intensification of educational efforts in Northern Togoland.

As regards the cost of education, the Administering Authority at that time took the view that it would be unfair if the children who attended school were to do so entirely at the tax-paying community's expense before universal primary education became financially possible; and stated that the length of waiting lists for admission to the schools proved that the fees charged were not beyond the parents' means. On the question of the leading part played by the missions in operating the southern schools, it pointed out that all were subject to inspection by the Administration, policy was approved by the Administration, and the schools were not profit-making and were largely financed by public funds. With respect to the situation in the north, it stated that the limited facilities there were being energetically increased.

At its ninth session, the Council was informed by the Administering Authority of a decision by the new Gold Coast Government that junior primary education should be made free as part of a policy by which both primary and secondary education would eventually be free. The fixing of January 1952 as the date for the beginning of free primary education has been mentioned above. The transfer, also mentioned above, of the management of mission primary schools to the new local government authorities was then also under amicable discussion.

At that session, the Council noted with satisfaction these measures as evidence of progress in the educational field, and it similarly welcomed the increase in primary school enrolment and the measures taken to increase educational facilities in the north. At the same time, it again noted the wide discrepancy between educational progress in the Northern and Southern Sections, as well as the fact that much remained to be done to achieve a satisfactory level of education throughout the Territory. It recommended that further measures be taken to meet the educational needs of the Territory, particularly in the north, and that the Administering Authority consider in that connexion the desirability of establishing government or local authority schools.

The Administering Authority, in reply, referred to the expansion planned under the new Accelerated

Development Plan, as described above, and reiterated that it was planned gradually to transfer the responsibility for primary education to the local authorities. The financing of other than primary schools would not be the responsibility of the missions.

At its eleventh session, the Council adopted the following recommendation:

The Council notes with approval that the decision that primary education should be free in the Gold Coast and the Trust Territory was put into effect in January 1952, and expresses the hope that free primary education will be made universal in the shortest possible time; notes, nevertheless, that much remains to be done in the provision of adequate educational facilities in general and welcomes the adoption of the Accelerated Development Plan; notes with particular concern the continuing disparity between facilities in the Southern Section and the Northern Section; where only 1.5 per cent of children of school age attended school in 1951, and again urges the Administering Authority to take steps to ensure that the local authorities which are responsible for education in that area adequately carry out the role entrusted to them.

The Council, considering the predominantly agricultural nature of the economy of the Territory, recommends that the Administering Authority consider the desirability of emphasizing the importance of agricultural education in the school curricula.

Secondary education

Togoland has one secondary school, at Ho, which in 1951 — its second year of operation — had 198 pupils, of whom seventy-two were of Togoland origin. There are two teacher-training colleges, one of which in 1951 had seventy-three trainees from Togoland and the other twenty-nine, as compared with 110 and fifty-two respectively in 1950. All three schools are managed by missions.

The Administering Authority has pointed out that Togoland pupils also have access to post-primary schools in the Gold Coast; in 1951, those enrolled at assisted secondary schools of the Gold Coast numbered 166, compared with 146 in 1950. There were a further 104 (100 in 1950) students from Togoland enrolled at teacher-training colleges of the Gold Coast, and thirty-seven at technical education institutions.

The Administering Authority emphasized that, with the introduction of free primary education and the resultant increase in the number of children attending school, the need for more teachers would become very pressing. Steps were being taken to recruit untrained teachers to tide the schools over until trained personnel were available; and, to attract the best possible material, the salary of uncertificated pupil-teachers was to be raised, effective 1 January 1952, from £42 to £60 per year.

The fee at the Ho secondary school is £43 per year, including board. Since it has not yet attained its maximum fee income, this school is granted financial assistance on the basis of the difference between approved expenditure and income. Rates in the Gold Coast secondary boarding schools ranged in 1951 from £35 to £45; a day school charged £12 per year for tuition. Fees at the technical school were £18 and at the trade-training centre £9. The fees in teacher-training insti-

tutions ranged from £10 to £25. In 1951, seventy-five Togolandese held government scholarships for secondary and pre-university sixth form education, and another five scholarships were held for teacher-training.

At its fourth session, the Trusteeship Council urged that ways be devised to provide, eventually, that secondary education should not be dependent on means; to which the Administering Authority subsequently replied that, because of the availability of scholarships and other financial assistance, secondary education was not in fact entirely dependent on means. At its seventh session, the Council expressed a hope for the continued expansion of teacher-training—a point to which the General Assembly had also directed attention at its third session. At its ninth session the Council, noting with satisfaction the opening of the Ho secondary school, recommended that similar facilities, adequately supervised by the Administering Authority, be developed and extended as rapidly as possible. The Council further noted the plans for the establishment of a teacher-training college at Pusiga in the northern part of the Territory, and expressed the hope that it would be in operation as soon as possible.

The Administering Authority stated in its 1951 report that another secondary school was planned for Kpandu, in Southern Togoland. It planned to proceed with the construction of the Pusiga college as soon as possible, but the remoteness of the area would add to the difficulties of construction.

At its eleventh session, the Council adopted the following conclusion:

The Council endorses the opinion of UNESCO³⁸⁷ that the expansion of secondary education in the Territory in the period under review might be regarded as fairly rapid.

Higher education

There are no institutions of higher learning in the Territory. The Administering Authority states that scholarships are available in the university colleges of West Africa and in the United Kingdom for qualified Togoland students on exactly the same terms as those from the Gold Coast. Twenty-five Togolandese were attending university courses on scholarships in 1951; of these, eighteen were at the University College of the Gold Coast, among its total of 340 undergraduates. In addition, three students from the Territory were studying at colleges in the United States of America with *ex gratia* awards from the Administration.

The Trusteeship Council had welcomed previous efforts of the Administering Authority to encourage higher education and, at its fourth, seventh and ninth sessions, had made recommendations favouring the award to Togolandese of an adequate number of scholarships beyond the Territory, in the absence of institutions of higher learning within it.

The Administering Authority emphasized the eligibility of Togolandese, on the same basis as Gold Coast candidates, for a very large number of scholarships under numerous schemes operated by the Administration.

Adult and community education

The Administering Authority has attached considerable importance to the plan of mass education initiated in the Southern Section of the Territory as an experimental scheme in 1948.

The aim of the experiment, which was continued in 1949, 1950 and 1951, was to present social service as an important and interesting function of educated leadership; the emphasis was to be on this social purpose rather than on literacy for its own sake. A series of short courses was organized by mobile teams in outlying rural areas based on mass literacy campaigns in the vernacular, first aid and hygiene, discussion group work, music, civics, etc. Several assistant mass education officers were trained and sent to the Territory to follow up the teams and visit the literacy class centres, some 120 of which were meeting at the close of 1951, each with an average membership of forty, mostly women.

In August of that year, a plan for mass education to cover the Gold Coast and Togoland was presented to the Gold Coast Legislative Assembly and immediately incorporated as part of the general Development Plan. The basic concept of the campaign is that the attainment of literacy makes people aware of the need for social and economic improvements, and should have an intensely stimulating effect on village development and rural standards of living. In addition, because of the political and constitutional position of the Gold Coast and Togoland, a literate electorate is of increasing importance; literacy should also diminish the undesirable social distinction growing up between "educated" and "illiterate" persons.

For the Trust Territory, the plan—described as "a national adventure in social service"—envisages a staff of eighty and a rural training centre. The general procedure is for a three months' concentrated effort in one area after another, which should end in elementary literacy, and after that a follow-up period, village development, a secondary effort and then a repetition of the whole process the following year. During the secondary stages, in which concentration is to be on village improvement by self-help, the local development committees, the local government authority and the rural training centre will all play their parts.

In the northern part of the Territory, mass education had not started in 1951 but the preliminary steps had been taken. At a conference held in Tamale in 1950, attended by representatives of the Northern Section, the adaptation of mass education to the needs of the Northern Territories was discussed and proposals were made and adopted. During 1951, the Administering Authority stated, effort was concentrated on carrying into practice what had been proposed at the conference.

Evening classes for adult literates continued to be held in the Northern Section of the Territory in 1951. The Department of Extra-Mural Studies of the Gold Coast University College also continued and expanded its adult education work in the Territory. The use of mobile cinemas for public information work was continued, and the first radio rediffusion station in Togoland was opened at Ho, with 140 receivers; two other stations are planned for the immediate future.

³⁸⁷ See T/1012.

The progress of these developments had been followed with interest by the Trusteeship Council which, at its fourth session, had urged the Administering Authority to institute a programme of mass and adult education and subsequently, at its seventh and ninth sessions, commended it on the success of the experimental programme. The Council recommended at the latter session that the programme should be further expanded in the south and that every effort should be made to introduce mass education into the north, where it was urgently needed.

At its eleventh session, the Council adopted the following recommendation:

The Council, again expressing its particular interest in adult education activities in the Territory, notes the expansion of the mass education programme undertaken by the Administration and of the adult education programme of the Gold Coast University College, and urges the Administering Authority to continue to give every encouragement to extending activities of this kind.

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

Policy and general; primary education

The representative of New Zealand thought that the Administering Authority itself was fully aware that the stage had not yet been reached at which any degree of complacency could be adopted with regard to education in the Trust Territory. More teachers and more schools were still needed. His delegation had been glad to note that free primary education was now a reality, although not yet of course universal, and expressed the hope that the Government would make every endeavour to afford free primary education to all as soon as possible.

The representative of the Dominican Republic considered that increasing emphasis should be given to the education of the inhabitants.

The representative of the Union of Soviet Socialist Republics stated that the situation with regard to education was still completely unsatisfactory. The data for the past five years supplied by the Administering Authority showed that it had not taken, and did not propose to take, the necessary steps to improve the situation in this field. The annual report gave no data on the literacy of the population and the number of children attending school. However, the Visiting Mission had reported that only one-third of the school-age children were actually attending school, or only 1 per cent of the entire population. The data on primary education showed that there had been absolutely no progress in this field. On the contrary, the situation had deteriorated. The number of primary schools in the Southern Section had dropped in 1951 as compared with 1948, notwithstanding the fact that, in 1950, the Krachi district had been transferred to the Southern Section. The entire field of education had been left in the hands of various missions. The Administration did not supervise any schools in Togoland and did not propose in the future to undertake or direct the administration of schools in the Territory. The Administering Authority, therefore, was not carrying out its obligations regarding the promotion of education in

the Trust Territory. The Visiting Mission had noted the repeated demands by the indigenous inhabitants that the Administration take over the educational facilities of the Territory. It had been pointed out in document T/Pet.6/212 that, in the Nkonya area, no financial assistance was given by the Administering Authority in the field of education. The Administering Authority was not doing anything to build schools in the area, and the population was compelled to put up school buildings at its own expense and without any assistance from the Administration. All this, stated the petitioners, showed quite clearly that the Administering Authority, during the twenty-three years of its administration, had not done anything for the welfare of the population of the Nkonya area. The Administering Authority had been compelled to admit in its report that the elementary schools in Togoland were completely inadequate to serve the needs of the indigenous population. The total expenditure on educational purposes for 1950-51 had been £201,846, and its inadequacy was shown by the fact that the cost of building one secondary school had been more than £200,000. A system of universal, compulsory and free primary and secondary education should be established. The Council should recommend that the Administering Authority increase the budgetary appropriations for educational and other cultural needs.

The special representative of the Administering Authority expressed full agreement as to the need for a particular increase in education in Northern Togoland and stated that it was the intention of his Government to do all it could. From the accelerated development plan for education he cited one of the particular problems involved, namely, the reluctance of teachers from the southern areas to serve in the Northern Territories and the high wastage through resignations. The only apparent solution to the immediate problem was to keep recruiting teachers from the other areas and making service in the north sufficiently attractive to keep them contented. Replying to other points raised, the special representative pointed out that the apparent reduction in the number of schools as a whole between 1948 and 1951 arose from the reclassification of schools by combining infant and junior schools in the same localities. That there had in fact been a steady expansion could be gauged by the continuous increase in the number of pupils at school, which had been accompanied by a very real improvement in quality. It was an exaggeration to say that the whole field of education was in the hands of missions: there was not a single mission school in northern Togoland, and it was in fact possible that education there would be a great deal more advanced if the missions had decided to pursue their activities in that field. The special representative added that the Nkonya petition which had been mentioned had been disposed of long previously. He also pointed out that UNESCO, in its commentary for 1951³⁸⁸, had described the estimated public expenditure on education — £201,846, or 19.5 per cent of the territorial total, and distinct from expenditures by the Native Authorities — as a considerable figure. Primary education had already been made free; it was intended to make it universal; but it was not intended to make it secular.

³⁸⁸ T/1012.

Secondary, higher and technical education

The representative of New Zealand said that various scholarship schemes, and in particular that for the training of artisans, were impressive. He thought that agricultural education must be of great importance in the Territory, and hoped for more information as to how far agricultural education had proceeded. He also stated in a general way that more attention must be given to secondary and higher education.

The representative of the Dominican Republic considered it important that more secondary schools be established in the Territory. She also expressed the hope that the number of scholarships granted to students for study outside the Territory would be increased.

The special representative of the Administering Authority read from the accelerated educational development plan a statement that the majority of pupils completing the primary school course, perhaps 75 per cent, would be more suited to a less academic type of education in a middle school, where the course would be designed to prepare children to grapple with the practical problems of living. Schools must be related to the interests and environment of their pupils, and all—except the few required to fill positions demanding a high degree of specialist training in education—would derive most benefit from a liberal type of course, with a wide range covering the practical as well as the literary aspects of life, rather than from a bookish type of grammar school course. He felt that this policy ensured that some degree of agricultural education would form an important part of the curriculum of the new middle schools. With regard to

secondary education generally, he quoted a comment by UNESCO that the expansion of secondary education in Togoland might be regarded as fairly rapid.

Adult and community education

The representative of France noted the mass education plans in the southern part of the Territory, and noted with interest that the majority of the students were women, which indicated that the project had much chance of achieving its objectives; these objectives, he observed, were more social than cultural.

The representative of the Dominican Republic stressed the desirability of establishing a broadcasting station in the Territory to enable the inhabitants to become increasingly acquainted with the outside world, and with the activities of the United Nations and the Trusteeship Council in particular.

The special representative of the Administering Authority stated that he did not see, with the distances between the Gold Coast and the Territory as short as they were, that it was necessary to establish a broadcasting station in the Territory. The Government's broadcasting transmitter at Accra could readily reach all areas of the Territory, and the need to provide information throughout the Territory about the United Nations and the Trusteeship Council would be borne in mind. He himself, for instance, would be making a broadcast on the discussions which had taken place at the eleventh session of the Trusteeship Council. The real need was for a further rediffusion station, which had been provided for in the Development Plan.

Chapter VII

TOGOLAND UNDER FRENCH ADMINISTRATION

1. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

Land and people

Togoland under French administration is bounded on the east by Dahomey and on the north by the Upper Volta, territories of French West Africa, and on the west by the British colony of the Gold Coast and the Trust Territory of Togoland under British administration.

The Trust Territory has been described by the Administering Authority as an artificial creation rather than a geographical entity. Its boundaries in places cut across natural lines of demarcation as well as across traditional tribal limits. Its indigenous peoples, estimated at 1,013,204 in 1951, may be divided roughly into two main groups: those of the north, consisting of a number of different tribes of which some are partially Islamized and all have in common a particularly strong traditional social organization under important chiefs; and those of the south, a smaller and more closely related number of tribes on whom European civilization has had a greater impact. The Administering Authority considers that in spite of the absence of natural unity, the process of administering the Territory as a whole has created political and economic contacts between the north and the south which form the first element of a territorial consciousness.

Togoland is almost exclusively agricultural, and its people are mostly engaged in farming by simple means. There is little European settlement; the 1,465 Europeans and "assimilated" persons in Togoland in 1951 were mainly government officials, missionaries, trading company employees and so forth.

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

General considerations

The representative of the United Kingdom commended the Administering Authority on the progress made in 1951.

The representative of El Salvador, noting the paucity of natural resources and the poor quality of the soil, believed that considerable efforts should be made to help the Territory and its inhabitants to progress.

Form of the report; statistics

The representative of Belgium suggested that some of the tables and charts contained in the appendix to

the report should be transferred into the body of the report.

The representative of the United Kingdom commented that the charts and tables would be of more value if they were to be inserted into the body of the report.

The representative of New Zealand complimented the Administering Authority on its report. He favoured the narrative form and associated himself with the remarks made by the representatives of Belgium and of the United Kingdom.

The representative of the Dominican Republic hoped that the annual reports would be prepared in the future more consistently with the questionnaire and that specific answers would be given to specific questions of the questionnaire.

The representative of El Salvador believed that necessary measures should be taken to improve statistical services so that action could be taken on the basis of reality.

The special representative of the Administering Authority stated that the Administering Authority would take the fullest possible account of the suggestions concerning the form of the report.

2. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Status of the Territory

The Administering Authority indicated in its annual report that Togoland continued in 1951 to be administered under the Trusteeship Agreement of 1946 and to form part of the French Union with the designation of "associated territory".

By this association Togoland belongs to the parliamentary system by which legislative power in respect of the Trust Territory is vested in the organs of the French Union, in which it is represented to the extent of one representative in the National Assembly, two representatives in the Council of the Republic and one representative in the Assembly of the French Union.

Togoland's position in the Union has also led to the extension to it of other provisions of the French Constitution of 1946, notably the establishment of an *Assemblée représentative* with specified powers of decision or consultation on local budgetary and administrative matters, and the conferment on the inhabitants of citizenship of the French Union and, thus, the rights and freedoms guaranteed by the Constitution. The Administering Authority also states that the Trust Territory enjoys financial and budgetary autonomy.

The relationship of Togoland to the French Union, particularly in respect of its status and development

under the International Trusteeship System, has been the subject of previous study by the Council in connexion with both its examination of the annual reports and its investigation of questions arising from administrative and other unions involving Trust Territories. In particular, the Council, at its fourth session, took note of an assurance by the Administering Authority that the inhabitants would have the right at the appropriate time to determine for themselves whether they wished to remain in the French Union or become independent; and at its ninth session it expressed the opinion that the Administering Authority should continue to preserve the separate status of the Territory with a view to its final self-government or independence.

At its tenth session, the Council, at the request of the General Assembly,³⁸⁹ gave further attention to the question by requesting its Standing Committee on Administrative Unions³⁹⁰ to prepare a draft report containing, *inter alia*, a complete analysis of the status of Togoland arising out of its membership in the French Union.³⁹¹

The unification problem

Demands placed before the United Nations since 1946 on behalf of peoples in Togoland under French administration, in Togoland under British administration and in the Gold Coast for the unification under one administration of the Ewe people, the largest tribal group in the Territory, and of the two Togolands as a whole, have led the two Administering Authorities concerned to take certain joint measures in respect of the Trust Territories, including a plan for the establishment of machinery designed to harmonize some phases of the development of both.

Since the Ewe and Togoland unification problem remained at the time the subject of special study,³⁹² the Council at its eleventh session excluded this problem from its examination of the annual report on the administration of Togoland for the year 1951.

Security; maintenance of order

The Administering Authority states that, since 1950, Togoland has no longer been authorized to do military service outside French West Africa. A certain number of previously enlisted volunteers, however, have taken or are still taking part in the campaign in Indo-China.

Within the Trust Territory, the military forces consisted in 1951 of a company (147 officers and men) of the Dahomey battalion, whose African members were stated by the Administering Authority to have been recruited voluntarily from among the inhabitants of Togoland; and a force of indigenous district guards

(*gardes de cercle*) recruited from among former members of the same company.

The functions of the district guards include the maintenance of public order and surveillance of the frontier. A *gendarmerie*, consisting in 1951 of one officer, fifteen non-commissioned officers or European gendarmes and thirty-five African auxiliaries, also has the functions among others of maintaining order, safeguarding the public and ensuring the execution of the laws. The police force (*service de police et sûreté*) consisted of 148 officers and others.

Petitions before the Council at its eleventh session included a number giving varying accounts of a disturbance between villagers and forces of order at Vogan, in the Aného district, on 23 August 1951 in which seven persons were killed and others.³⁹³ The principal petitioners were partisans of the two opposing political parties of southern Togoland, the Parti togolais du progrès and the Comité de l'Unité togolaise. The former accused the latter of instigating the disturbance, while the latter alleged that it arose from the insistence of the Administration in recognizing a chief not chosen according to custom. In its annual report for 1951, the Administering Authority mentioned the incident as having been a serious one in which the police had been attacked by a band of rioters and forced to use their weapons; in a subsequent detailed account of the affair and the events leading up to it, the Administering Authority placed the responsibility for it upon leaders of the Comité de l'Unité togolaise and the All-Ewe Conference.

In its resolution³⁹⁴ on these petitions, the Council requested the Administering Authority to inform it of the results of the judicial proceedings being taken against forty-four persons implicated in the affair, and also noted that the forthcoming Visiting Mission was required to examine all aspects of the Ewe and Togoland unification problem in September 1952.

Petitions before the Council also gave differing versions of a previous incident in the village of Agbetiko, in the same district, on 10 August, when one man was killed in a disturbance arising similarly from a chieftainship dispute.³⁹⁵ In its observations on these petitions the Administering Authority stated that this incident was also provoked deliberately by the Comité de l'Unité togolaise.

Allegations that sixty-two or sixty-five inhabitants of the Mango district in northern Togoland were imprisoned in October 1951 after revolting against the alleged abuses and exactions of the superior chief of the Tchokossis were made in two other petitions from the chairman of the Comité de l'Unité togolaise.³⁹⁶

Territorial administration

The application to Togoland of the relevant laws of the French Union is the responsibility of the chief of the administration in the Territory, the Commissaire de la République, who represents the French Govern-

³⁸⁹ General Assembly resolution 563 (VI).

³⁹⁰ Resolution 420 (X).

³⁹¹ See special report of the Trusteeship Council on Administrative Unions affecting Trust Territories, A/2151, *Official Records of the General Assembly, Seventh Session, Supplement No. 12*.

³⁹² In the light of General Assembly resolution 555 (VI) the Council, at its tenth session, decided that its Visiting Mission of 1952 should submit a report on the unification problem in time for consideration by the Council at a second part of its eleventh session to be convened not later than 7 November 1952 (resolution 424 (X)).

³⁹³ T/Pet.7/264, 265 and Add.1, 266, 267 and Add.1, 268, 269, 271, 272, 273, 274, 275, 276, 277, 278, 279, 280, 281, 282, 283, 284, 287.

³⁹⁴ Resolution 639 (XI).

³⁹⁵ T/Pet.7/265/Add.1, T/Pet.7/269.

³⁹⁶ T/Pet.6/312, T/Pet.7/290, T/Pet.7/302. For the action taken by the Council on petition 7/302, see resolution 640 (XI).

ment there and is directly responsible to the Minister of Overseas France.

The Commissaire de la République has power to make local regulations either on his own initiative or, in specified fields, after consultation with the Conseil privé, which is composed of senior officials and appointed indigenous notables, or in order to implement the decisions taken by the Representative Assembly.³⁹⁷

The structure of territorial administration is organized by the division of the Territory into seven districts (*cercles*) these in turn being composed of one or two *subdivisions*. The population of most of the districts is between 100,000 and 200,000. At the headquarters of each administrative area there is an administrative officer endowed with certain powers of decision, and there are branches or representatives of the central technical services.

Below this level, a measure of administrative responsibility falls upon the indigenous chiefs, whether of villages or of larger groupings of the population (*quartiers, cantons* or complete tribal divisions), assisted by their customary councils. Their administrative, as distinct from customary, functions include policing, road maintenance, sanitation, civil registration and taxation; they may also preside over indigenous civil tribunals. Complaints from the Representative Assembly, among others, that the chiefs had lost their authority by becoming agents of the Administration were heard before 1949, when their statutory position was revised by an *arrêté* of 2 December. This reorganization, which was noted with satisfaction by the Council at its ninth session, was designed by the Administering Authority to strengthen the authority of the chiefs and the traditional basis of their tenure of office. While certain complaints that the chiefs continued to be, in effect, administration officials were again made in connexion with the unification question, and while on the other hand the Council, at its ninth session, expressed the hope that it would be possible to assimilate the chiefs into the administrative structure, the Administering Authority pointed out, in its annual report for 1951, that it seemed neither possible nor desirable to do this because of the very nature of their place in the society and because they would lose all moral authority by becoming government officials.

The Administering Authority considers that the future of the chiefs rests on the development of local representative assemblies — the district and municipal councils (see page 219) — where those of real calibre are finding their proper place, while the others will be gradually rather than forcibly eliminated.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling the assurances given by the Administering Authority at its ninth session that the Conseil privé was the object of a study leading to its transformation into a body organized on a more representative basis urges the Administering Authority to expedite the reform of the Conseil privé and expresses the hope that the Conseil privé will gradually be transformed into an Executive Council, having some organic connexion with the Territorial Assembly.

³⁹⁷ The Representative Assembly was transformed in 1952 into the Territorial Assembly — see page 219.

Public service

European employees of the Administration increased from 176 in 1950 to 188 in 1951, all except seven being in higher categories, while indigenous employees in higher categories increased from 185 to 223 and in lower categories decreased from 5,052 to 4,627.

On the subject of indigenous participation in the public service, concerning which the Council had recommended at its fourth and ninth sessions that the number of indigenous inhabitants occupying public offices, particularly in senior posts, should be increased, the Administering Authority stated that the integration of officials of the local categories into the higher grades of the service was on the way to realization. It cited a series of *arrêtés* issued or proposed during 1951 to this end, and listed 128 indigenous officials who at the end of the year were holding higher posts (*cadres supérieurs*) (e.g., three police commissioners, thirty-four midwives and nurses, twenty-three African doctors, sixteen overseers and bookkeepers, twenty-three teachers). It listed also twenty-three positions then occupied by indigenous officials which had normally been occupied by Europeans, including chiefs of sections and offices, special agents and chiefs of sanitary sub-divisions.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its previous recommendation at the ninth session that the number of indigenous personnel holding senior posts should be further increased, takes note that some progress has been made towards increasing the number of indigenous personnel in the Administration and that all posts in the Administration are open to indigenous inhabitants possessing the necessary diploma; notes at the same time that only a few indigenous inhabitants occupy senior posts in the Administration; invites the Administering Authority to intensify the training of suitably qualified indigenous candidates for administrative and judicial posts and to study measures to encourage them to make a career of the public service; and requests the Administering Authority to provide full information on the matter in its next annual report.

Local assemblies

THE REPRESENTATIVE ASSEMBLY

Within the framework of the laws of the French Union as a whole, the Representative Assembly of Togoland has powers of consultation and decision in respect of specified questions of territorial administration. These powers remained in 1951 those which were prescribed by the decree of 25 October 1946, and which the Trusteeship Council had noted at its fourth session to be limited to financial and administrative matters and to exclude, in particular, the power to initiate legislation.

Recommendations of the Council at both that session and its seventh session that the powers of the Representative Assembly should be progressively extended, especially in the field of legislation — a matter which was also the subject of two petitions submitted on the part of the Assembly itself — have been under examination by the Administering Authority. At the ninth session, the latter had maintained that the Assembly

did in fact have powers that were legislative in effect on a large number of local questions, and had stated that a draft law had been placed before the French Parliament which would give the Assembly the power of decision on a maximum number of the questions on which it was then required only to be consulted.

The Council had noted this statement with satisfaction and had expressed the hope that the annual report for 1951 would show that increased legislative authority had been granted. By this report, however, the Adminis- ring Authority informed the Council, at its eleventh session, that a much more liberal proposal than that referred to in the previous year was at present under study.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its previous recommendations at its fourth, seventh and ninth sessions, notes with interest that the Representative Assembly has been transformed by law of 6 February 1952 into the Territorial Assembly elected by a single college and that an even more liberal draft law concerning the Territorial Assembly is under study by the French authorities; expresses the hope that this law will be adopted in the near future and that it will provide for the grant of increased powers to the Territorial Assembly; and requests the Administering Authority to provide further full information on the matter in its next annual report.

DISTRICT AND MUNICIPAL COUNCILS

The coming into being in 1951 of a new system of elective district councils, *conseils de circonscription*, is regarded by the Administering Authority as a most important step in the progress of Togoland towards autonomy. Proposals made and steps taken towards this event had been noted and encouraged by the Trusteeship Council at its fourth, seventh and ninth sessions. After the Representative Assembly had given a favourable opinion on the principle involved, an *arrêté* creating the new councils was issued in July 1951, elections in two stages were held in August and September, and the councils held their first sessions in October.

The district councils are designed to supplant the consultative bodies (*conseils de notables*) composed of administrative officers, chiefs and notables whose statutory basis was laid down in 1924. There is one council for each administrative district (*cercle* or *subdivision*), varying in membership from eight to twenty-six according to the size of the population. The Administering Authority states that, for the first time, organs designated by the voters in all the villages are thus able to participate effectively in regional administration. It answers criticisms to the effect that the new bodies are only the old "councils of notables" revived under a different name by elaborating the differences between the two: for instance, whereas the former councils were wholly appointed by the Administration from among chiefs and notables, the new organs are wholly elected by universal suffrage and every person in each district is eligible; and whereas the former were presided over by administrative officers, the new councils elect their own officers and have important powers.

The text of the *arrêté* of 16 July 1951 submitted by the Administering Authority shows that the councils

are required to meet normally twice a year at the summons of the Administration. The district administrator or his representative attends all sessions and is given a hearing at his request; the administrator also approves the rules of procedure for the council in his district. The council must be consulted on nine categories of questions: the fixing, collection and use of the district tax; market-place fees; the fixing and collection of various other taxes and rates; the rate of the local tax (*taxe vicinale*); the planning and execution of public works; health and sanitation measures; the establishment of the draft budget for the district; the establishment of new schools, dispensaries and maternity centres; and the modification of sub-district and village boundaries. The Council may also be consulted on any question which the Administration deems useful, and it may express its wishes on social, economic and general administrative questions.

If a district council reaches an unfavourable opinion on a proposal of the Administration, it can be called upon to re-examine the matter; in the event of continued opposition, the Administration has the power of decision, subject to any powers of the Representative Assembly in respect of the question at issue.

The Administering Authority reported that the district councils had shown in their first sessions a concern for the general well-being, and that most of their proposals had been endorsed by the Representative Assembly at its budget session at the end of the year. It added that legislation was in preparation which would vest the councils with much wider powers and introduce district budgets, thus enabling the councils to become real "regional representative assemblies" endowed with financial powers and entrusted with the management of local affairs.

Five towns in the Territory had been given the status of municipality (*commune mixte*) by the end of 1951, three of them having been created during the year. Each thus possesses a municipal commission elected by direct, universal suffrage and enjoying real powers in budgetary and municipal administrative matters; each commission is in practice wholly composed of indigenous persons, except at Sokodé where one commissioner is a European missionary. A sixth town was expected to be given the same status in 1952. A proposal put forward in 1950 to raise the status of the chief town, Lomé, to the higher one of *commune de moyen exercice*, having a mayor elected by the municipal council, was delayed, according to the Administering Authority, pending the passage of legislation applying to the French overseas territories as a whole.

At its eleventh session, the Council adopted the following recommendation:

The Council welcomes the development of District Councils (Conseils de circonscription) and the increase of municipal councils; notes with satisfaction the important functions given to the District Councils by the arrêté of 16 July 1951 which provides for a greater degree of participation by the indigenous inhabitants in local government institutions; notes further that a draft law conferring still wider responsibilities on the councils is in preparation; expresses the hope that this draft law will be enacted shortly, so that opportunities for participation in local government by the indigenous inhabitants would be further expanded; and requests

the Administering Authority to keep it fully informed on these matters.

Suffrage; political organizations; elections

Representation by suffrage, although of differing procedures, now applies to four distinct organs of government in which inhabitants of Togoland take part—the French National Assembly, the Togoland Representative Assembly, the new district councils and the municipal councils—and data included in the annual report for 1951 indicate that in each case the several recent elections have been conducted largely on a political party basis. The Territory's representatives in two other organs of the French Union—the Council of the Republic (two members) and the Assembly of the French Union (one member)—are chosen by the Representative Assembly.

Reporting in general terms on the political and social development of the peoples of the Territory, the Administering Authority points out that the population is composed essentially of peasant masses jealously attached to their traditions. Although this majority now possesses, through political reforms and the spread of the co-operative movement and education, the means of freeing itself from the inferior position in which the "privileged castes" have held it in the past, the rural peoples often find themselves dependent on an intermediary group of produce buyers, trading company employees and others. In the south, a class of landowners, several of them descendants of African slave-traders established there by the early European colonizers, exercise a strong influence, the Administering Authority adds, while the strengthening of a middle class of educated Africans (*evolués*), such as shopkeepers, government clerks, doctors and foremen, has brought about the formation of a kind of "aristocracy of officials".

Against this background, in which, as has been noted above, the chiefs and other tribal institutions continue to play a role based on tradition, there are now three political parties in Togoland. The Progress Party (*Parti togolais du progrès*) supports the maintenance of the present régime and, according to the Administering Authority, asks that Togoland be led towards autonomy within the framework of the French Union. The Unity Party (*Comité de l'Unité togolaise*), which has been the main protagonist of unification, has also pressed for early self-government or independence as a means to that end. The third party, not mentioned in annual reports prior to that for 1951, is the Union of Northern Chiefs (*Union des Chefs du Nord*) and has aligned itself with the viewpoint of the *parti togolais du progrès*.

The Administering Authority considers that the numerous electoral consultations which took place in 1951 showed a considerable change in public opinion towards the Ewe problem. It states that whatever the method of election used—universal suffrage in two stages for the district councils, direct suffrage for the general elections to the Representative Assembly, universal direct suffrage in the new municipalities—the position of the *Comité de l'Unité togolaise* has been a minority one, even in the south and in the area of the Ewe population.

Elections held in 1951 for the French National Assembly and the Representative Assembly of Togoland were governed by the laws of 5 October 1946 and 23 May 1951. The latter law brought about certain changes in the electoral system, which had been used for the first time in 1946. While two electoral colleges were maintained—one for French citizens and the other for indigenous inhabitants—the categories of persons entitled to vote in the second college, of whom the most numerous are those able to read French or Arabic, were extended by the addition of heads of families and mothers of two children. Further, according to the Administering Authority, the new law has made possible an increase in the number of commissions appointed to revise the electoral lists and in the number of polling stations, has facilitated voting by illiterates by providing for ballot papers in different colours according to different candidates, has given candidates or political parties representation in polling stations and on the commissions for revising the electoral lists, and has allowed an additional month for the annual revision of the lists.

The Administering Authority gave provisional figures showing that the electoral body had increased from 7,963 in 1946 to 28,580 at the beginning of 1951, and to more than 50,000 in January 1952, and described this increase as a further step towards truly universal suffrage.

At the elections in June 1951 to the French National Assembly, to which Togoland elects one deputy through the combined first and second colleges, the electoral rolls stood at 32,496. Of these, 26,840 actually voted, and the election was won by the candidate of the *Parti togolais du progrès* (51.5 per cent of the votes in the south, 74.8 per cent in the north) over that of the *Comité de l'Unité togolaise* (48.5 and 28.2 per cent), who had held office since 1946.

The Administering Authority reported that the *Comité de l'Unité togolaise* had demanded that the election should be nullified, but that the National Assembly had validated the election of the new deputy.

The same electoral categories applied to the renewal on 9 December and 30 December (in the case of the Lomé district) of the membership of the Representative Assembly, with the difference that the two colleges voted separately. In the first, or French citizens' college, all six seats involved were won by a single list of candidates pledged to "defend local interests". In the second college, ten of the twelve southern seats were won by the *Parti togolais du progrès*, one by the *Comité de l'Unité togolaise*, which had previously controlled the Assembly, and one by an independent. All twelve of the northern seats were won by the *Union des Chefs du Nord*. The annual report gave no details of the number of persons registered and voting and did not indicate the extent to which the various seats were contested.

The electoral system applying to these elections underwent further revision at the beginning of 1952, when the French Parliament adopted the law of 6 February of which the principal provisions, according to the Administering Authority, are the establishment of a single electoral college, the extension of the electoral body (to include all heads of households) and the determination of electoral districts. The powers of

the Representative Assembly elected in December 1951, expired on 30 March 1952 and fresh elections were held on that date in conformity with the new law. The suppression of the double-college system also provided a single electoral body to choose on 18 May the two members of the Council of the Republic, previously chosen separately by the French and indigenous sections of the Representative Assembly.

While these events were in progress, complaints, embodied in petitions before the Council at its eleventh session, were made in the Territory against an alleged failure properly to revise the electoral lists and against the holding of the December elections. The Mouvement de la Jeunesse togolaise³⁹⁸ and the Comité de l'Unité togolaise³⁹⁹ accused the Administration of failing to extend the right to vote to all those entitled to it, pointing out that in the June elections only 33,000 persons out of a total of almost one million in Togoland had been on the rolls, while in the neighbouring colony of Dahomey the rolls had contained 335,000 persons out of a population of approximately one and a half million. The petitioners accused the Administration of interfering with the electoral machinery and also objected to the proposal to hold the December elections pending a full revision of the electoral lists and the enactment of the law providing for a single electoral college.

In the course of its observations covering these and a number of other petitions, the Administering Authority stated that the December elections proceeded normally. It pointed out that the Mouvement de la Jeunesse togolaise was a branch of the Comité de l'Unité togolaise, limited in activity.

In its resolution⁴⁰⁰ on the first of these petitions, the Council noted that the requests made in respect of elections regulated by the new electoral law seemed to have been satisfied by the new elections carried out in March 1952.

The elections of the municipal commissioners in the five *communes mixtes* and of the new district councils (*conseils de circonscription*) have different statutory bases. In the former case, election is by direct universal suffrage. In the elections in November 1951, in the three new municipalities, the contest was between the political parties in the case of Atakpamé only, where the Parti togolais du progrès list of candidates was elected by 381 votes against 341 for the list of the Comité de l'Unité togolaise. At Palimé and Sokodé, a single list of candidates representing community interests was elected in each case.

In the case of the district councils, the Administering Authority stated that it was not possible to use direct universal suffrage after the fashion of that used in the more highly developed municipalities, and a system of "universal suffrage by two stages" seemed better able to permit the population to make its voice heard. The *arrêté* of 16 July 1951 prescribes, in brief, that at the first stage each village designates, in accordance with the customs in use for the designation of village chiefs, one secondary elector for the village and one for each 100 inhabitants. At the second stage, the secondary electors thus designated constitute the electoral college

which elects the actual members of the council for the district concerned.

Reporting the results of the first council elections, held throughout the Territory in August and September, the Administering Authority stated that the contests, being strictly local, were less marked than others by political considerations. Nevertheless, all eighty-two seats on the councils for northern Togoland were won by the Union des Chefs du Nord, while in the southern councils the Parti togolais du progrès won forty-eight seats and the Comité de l'Unité togolaise twenty-two.

At previous sessions, the attention of the Trusteeship Council in respect of suffrage had been directed particularly towards the progressive development of truly universal suffrage and the establishment of a single electoral college for the Representative Assembly. At its fourth, seventh and ninth sessions it had made recommendations in these directions.

In connexion with these recommendations, the Administering Authority drew attention, in its annual report for 1951, to the further revision of 6 February 1952 in the electoral law, stating that its extension of the vote to all rather than a limited number of heads of households would lead to an important increase in the electoral lists. It drew attention also to the establishment by the same law of a single electoral college for Togoland.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its previous recommendations at its fifth, seventh and ninth sessions, commends the Administering Authority for the establishment of a single college system in all elections as well as for the expansion of the electorate; and urges the Administering Authority to intensify its efforts to enable all potential voters to qualify for registration and to encourage all registered voters to exercise their rights so that universal suffrage may become increasingly realized in practice.

Judicial system

At its ninth session, the Trusteeship Council, noting with approval that the Administering Authority had taken steps to divest administrative officers of judicial functions, and noting the increase in the number of courts composed of indigenous judges, the extension by decree of the competence of the justices of the peace, and the contemplated increase in the number of career magistrates, had recommended that the Administering Authority should train sufficient indigenous career personnel to fill all posts in the judiciary.

The judicial system in Togoland, and the systems of legislation applicable there, are based on a fundamental distinction between private law and public law.

Private law, that is to say the legislation governing relations between private persons, is either customary (for the great majority of Togolandese who have retained their personal status and with it their customs), or statutory (for the Europeans or those Togolandese who have voluntarily submitted to French law or stated that they accept it). The civil, or private law, jurisdictions are as follows:

French jurisdictions: Tribunal of First Instance at Lomé, which administers only French law.

³⁹⁸ T/Pet.7/292, T/Pet.7/292/Add.1.

³⁹⁹ T/Pet.6/312-7/290.

⁴⁰⁰ Resolution 634 (XI).

Indigenous jurisdictions. Tribunals of first and second degree, which administer the civil customary law. Appeals from the judgments of these courts go before the Tribunal colonial d'appel sitting at Lomé, the judgments of which may be taken by cassation procedure to the Cour d'appel at Dakar.

With regard to public law, that is to say the legislation governing the relations between private persons and the public authority, the dual system of laws and courts does not exist; there is only one penal code which applies without distinction to all, and only one type of jurisdiction, the French courts, which are as follows:

The Tribunal correctionnel at Lomé;

Three *justices de paix* at Anecho, Atakpamé and Sokodé. A decree of 10 May 1951 converted these into *justices de paix à compétence étendue* presided over by career magistrates;

The Cour d'appel at Dakar;

The Togoland Cour d'assises at Lomé, which tries offences which are crimes under the penal law. The court is assisted by a jury composed without distinction of Togoland or Europeans, and appeals against its judgments may be made only by cassation procedure at Paris.

The report for 1951 pointed out that the satisfactory results of the establishment of the customary courts, which were composed exclusively of indigenous inhabitants, led to the organization in 1951 of four new courts of this kind and to a plan for establishing six others in 1952, which would bring the total to twenty-five, thus covering almost all the *cercles* in the Territory.

The report also pointed out that the extension of French criminal justice to the whole population of the Territory demanded a continuous effort to adapt the statutory provisions to the development of the Togoland way of life. This was being done in the enforcement of the laws by the magistrates, until the necessary or desirable modifications were introduced.

The report stated that under the present law only French citizens with French civil status can be appointed regular magistrates. As the special representative explained at the eleventh session, however, since the Trust Territory belongs to the French Union, the Togoland have a status similar to that of citizens of the Union, conferring upon them without restriction the rights and liberties guaranteed by the 1946 Constitution, and in particular equal access to public office as defined in the preamble to the Constitution.

The report stated that four Togoland scholarship holders were continuing their law studies in France, and that a Togolander had just been admitted as a student attaché to the Cour de Cassation in Paris and might subsequently obtain a post of magistrate in Togoland.

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

General considerations

The representative of New Zealand observed that in view of the diversity of tribes and geographical conditions, it was satisfying to note the statement of the

Administering Authority that the administrative unification of the Territory had created relations which had progressed beyond those of mere proximity, and were becoming the first element of a collective national feeling. It was essential for such a community of interests to develop, if the Territory was to make progress towards the ultimate objectives of the Trusteeship System. His observations did not necessarily mean that there was not the possibility of eventual union between this Territory and another Territory. He had observed in the Council quite frequently a constant urging towards a movement for independence of the Territory, but stressed that there was always the danger that such a movement might create an artificial unit which would have difficulty in standing on its own feet in the modern world.

The representative of the Union of Soviet Socialist Republics stated that, in violation of the provisions of the Charter and the Trusteeship Agreement, the Administering Authority had incorporated the Trust Territory, together with the French colonies, within the framework of the so-called French Union and thus had violated the particular status of Togoland as a Trust Territory. This hampered and, in fact, made impossible the independent political development of the Trust Territory as a separate entity towards self-government or independence. Decisions on questions of vital importance to the Territory were not the responsibility of organs of the Territory but of those situated in the metropolitan area of France. Legislation for the Territory was passed in France. The Visiting Mission of 1949 noted the declaration made by the representatives of the Representative Assembly that 90 per cent of the laws passed by the French National Assembly completely overlooked the basic interests of the people of the Trust Territory. The rights and interests of the indigenous inhabitants were prejudiced in the French Union.

He felt that the Trusteeship Council should recommend that the Administering Authority establish in the Trust Territory of Togoland under French administration, legislative and administrative organs not subordinate to any organs formed on the basis of a union between the Trust Territory and the French colonies, and that for that purpose legislative and other measures be taken to ensure the participation of the indigenous population in the legislative, executive and judicial organs of the Trust Territory.

The representative of France stated that the Constitution of 1946 had simply qualified the *Territoires Associés*, in its article 60, without defining the status of the Territory further, since article 26 proclaimed the superiority of international treaties over national laws. He stated that there was no administrative union between Togoland and the French West African Federation. It had been noted in the Trusteeship Council, in spite of the original artificial character of the Territory, that there was the beginning of a national consciousness. He reiterated previous assurances that France would respect the will of the populations in accordance with the terms of the Trusteeship Agreement.

Customs arrangements

The representative of Belgium noted the existence of customs concessions on the two frontiers of the Terri-

tory, one almost official in the Dahomey area, and the other: less official, but nevertheless real, on the frontier with British Togoland. He wondered whether it would not be possible for the Administering Authorities of both Togolands to go further along these lines and organize a new, mixed system which would put an end to many difficulties arising from the existence of the frontier.

The representative of the United States of America associated himself with the observations of the representative of Belgium in regard to removing, as far as might be practicable, obstacles to freer passage of goods and persons on the frontier between the two Togolands.

The special representative of the Administering Authority stated that customs arrangements between the two Togolands were very simple. The customs exemptions were almost complete along the whole frontier and frontier customs posts existed only on a few heavily-used routes. He stressed that the Administering Authority would be glad to abolish what was now hardly more than a symbol of a customs frontier, but unfortunately the world exchange problem prevented taking this final step.

Maintenance of law and order

The representative of El Salvador stated that preventive measures should be taken to avoid a repetition of occurrences such as that in which several citizens had lost their lives. He felt that such incidents always left lasting scars which might give rise to serious political and social upheavals; if there should be a recurrence, it would constitute a serious obstacle to political peace in the Territory in the future.

The representative of France, referring to the Vogan incident, stressed that the officials involved had been exonerated of any blame after an administrative and judicial inquiry. There had been no intervention to disperse an assembly or to suppress a demonstration. There was simply a natural action of defence carried out by a small garrison in a dangerous position.

The representative of the Union of Soviet Socialist Republics stated that he had not touched upon the incident in the village of Vogan which took place on 23 August 1951, but since the representative of France had referred to it, he wished to state that in Vogan on 23 August 1951 the police had fired upon and killed a number of indigenous inhabitants. According to official data seven were killed and fifteen or more wounded; according to unofficial information, supplied by petitions, ten people were killed. Since that time almost eleven months had elapsed, and those guilty of shooting the indigenous inhabitants of Vogan had remained unpunished. His delegation had demanded in the Committee on Petitions—and now demanded in the Council—that the Administering Authority should carry out a strict investigation of that incident and that it should punish the officials of the Administering Authority who were responsible for the shooting of those indigenous inhabitants. The facts cited came from official information supplied by the Administering Authority. He was particularly concerned about the situation in the Trust Territory and the conditions regarding the indigenous inhabitants, and he felt that the Trusteeship Council should adopt recommendations directed towards improving the lot of the indigenous

inhabitants. It was on that basis that his delegation had submitted appropriate proposals in the Committee on Petitions.

Political advancement

The representative of El Salvador expressed appreciation for the efforts made in the legal field and the progress made against the deeply-rooted traditions and customs in the Territory.

The representative of the Union of Soviet Socialist Republics stated that the French Government did not promote in Togoland the progressive development towards self-government or independence as required by the Charter.

He also stressed that in the political field, the position was characterized by the lack of rights of the Territory's indigenous inhabitants. The Administering Authority was conducting an anti-democratic policy of racial discrimination against the indigenous population. All power in Togoland was held by the French Commissaire de la République.

The special representative of the Administering Authority stated that, despite the original lack of unity in the Territory, the Administering Authority had created a tangible sense of unity and a collective consciousness which had been noted with satisfaction by the Council. This collective consciousness had found concrete form in various elections expressing the true desires of the majority of the population which had persistently expressed its desire to remain under French trusteeship until its emancipation.

Tribal system

The representative of the Union of Soviet Socialist Republics stated that the report of the Administering Authority and the replies by the special representative had shown that the Administering Authority was continuing to encourage the tribal system and to strengthen it by legislative measures. No change had been made in *Arrêté* 951-49/APA of 2 December 1949, dealing with the reorganization of the local administration of Togoland. Its provisions, and in particular articles 1, 3 and 25 had shown that it was the Administering Authority's policy to encourage the backward tribal system in the Territory, despite the fact that it was inconsistent with the progressive development of the Territory towards independence and self-government.

He felt that the Trusteeship Council should recommend that the Administering Authority take measures to ensure the transition from the tribal system to a system of self-government based on democratic principles.

The special representative of the Administering Authority stated that the policy of the Administering Authority did not reinforce custom in the matter of chiefdoms. It defined chiefdoms and limited them. De-tribalization, particularly in the south, had gone a long way. The progressive growth of local representative organs, councils, *communes mixtes*, etc., was evidence of this de-tribalization and had accelerated it, replacing the traditional rules with democratic procedures.

Participation of the Territory in National Assemblies of the French Union

The representative of New Zealand observed that the Territory continued to maintain its representation in

the political institutions of metropolitan France through the deputy elected to the National Assembly, the two representatives in the Council of the Republic and the representative sent to the Assembly of the French Union. He wished to know (a) to what extent representatives from the Trust Territory identified themselves with particular parties in the French Assembly, (b) whether they had a tendency to act together and (c) whether they acted in conjunction with other representatives who come from territories in French Equatorial Africa.

The special representative of the Administering Authority stated that members of parliament from the Territory took an active part in the work of the Assembly at Paris. That did not prevent them at all from keeping in touch with the local population, and their general attitude was one of refraining from adherence to strict metropolitan parties. They tended rather to remain attached to the overseas party formations.

Conseil privé

The representative of New Zealand expressed the hope that steps would be taken to modernize the Conseil privé in the direction of gradually transforming it into an executive council having some organic connexion with the Territorial Assembly.

Territorial Assembly

The representative of New Zealand felt that the time was ripe for further encouragement of political responsibility. He observed that a draft law for the expansion of the powers of the Territorial Assembly was under study by the French authorities. While realizing that this was a complex question, he expressed confidence that the project would not be unduly delayed.

The representative of the Union of Soviet Socialist Republics stated that the Territorial Assembly was deprived of all real rights and powers and therefore was actually a mere advisory organ. It differed only in name from the former so-called Representative Assembly. The 1949 Visiting Mission stated that the Representative Assembly could neither initiate legislation nor discuss political questions. The same was true of the Territorial Assembly. The budget which it was examining consisted of compulsory items. That budget was prepared and executed by the Commissaire de la République. The Assembly had no right of supervision over expenditure.

The representative of France stated that from the text of the organic decree it was evident that the deliberative powers of the Assembly were numerous and that, in particular, it possessed the basic right to vote taxes, which had been the beginning of all democracies and parliaments. He added that the Assembly, through a permanent commission, followed the execution of the budget and had to approve the final accounts.

Regional councils and municipalities

The representative of New Zealand considered as an important political development the organization of regional councils sitting at the chief towns in each of the seven *cercles* or in their sub-divisions. He was pleased to see that the councils had been elected by a system of universal suffrage operating through a college

of electors. He noted, from the decree of 16 July 1951, that the councils had important functions in the matter of the budget, public works and local taxes, and that a draft law was in the course of preparation, conferring wider responsibilities on the councils and instituting regional budgets. He thought that the Trusteeship Council could express the desire to be kept fully informed about this encouraging development.

He also stated that further progress had been made in municipal government.

The representative of the Dominican Republic hoped that the legislative measures to give greater powers to the *conseils de circonscription* would be put into practice shortly.

Participation of indigenous inhabitants in administrative and judicial services

The representative of China stated that very few indigenous inhabitants occupied senior posts of responsibility. He felt that this was a sphere in which continued effort on the part of the Administering Authority was called for.

The representative of New Zealand stated that some progress seemed to have been made towards increasing the number of Togolanders in the higher administrative posts. He wished to recommend continued attention to the matter on the part of the Administering Authority.

The representative of El Salvador stated that he would welcome any measures intended to abolish all laws and regulations which prevented indigenous inhabitants who were not French citizens from holding positions as magistrates. The Administering Authority should increase the number of indigenous inhabitants employed in responsible positions.

The representative of the Union of Soviet Socialist Republics stated that the information contained in the report showed that all key posts in the Administration were held by Europeans and that the indigenous inhabitants were allowed only secondary and purely technical posts.

The representative of France stated that it was evident from statistics that the part played by the indigenous inhabitants in the administration of the Territory was incessantly increasing. All the posts were open to indigenous inhabitants without any discrimination, the only condition being that the necessary diploma should be held. He pointed out, however, that the first Togolanders coming from metropolitan faculties had preferred liberal professions. Some of them were going into professions and some into politics. Much effort had been made to make public office attractive. There was, for instance, the law of 30 June 1950, the Lamine-Gueye law, which established strict equality of remuneration for all officials, of whatever origin.

Suffrage

The representative of China stated that the Council should express the hope that the Administration give serious thought to the possibility of gradually eliminating the system of electoral categories and adopting unrestricted, universal adult suffrage.

The representative of New Zealand stated that it was gratifying that the Administering Authority had given effect to the recommendation of the Council calling for a single college and that new elections had been held in 1952 on the basis of a single list of voters.

He further noted encouraging features concerning the Territorial Assembly such as the low proportion of abstentions in the votes and the representation of all major political parties. The steady expansion of the electorate was also a factor deserving of commendation. The inclusion of heads of households, by the law of 6 February 1952, was a further important step. He hoped that this expansion would be steadily continued until the right to vote had been extended to all adults in the Territory.

He felt that the introduction of representatives of parties or candidates in commissions for electoral revision, and in voting booths, and the increase of these commissions and booths, brought about by the law of 23 May 1951, seemed a wise measure.

The representative of El Salvador noted with satisfaction that, as the result of the two new categories established by the laws of 1951 and 1952, the number of voters in the Territory had increased almost twofold.

Judiciary

The representative of El Salvador stated that the establishment of the new Native courts represented great progress.

The representative of New Zealand stated that the training of suitably qualified candidates for higher judicial posts and the provision of conditions of employment sufficient to attract and retain their services were matters deserving the attention of the Administering Authority, an attention which he had not the slightest doubt they would receive.

3. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

The most significant feature of the Territory's economic life in 1951 was the favourable trade balance; the volume of imports and exports was also considerably larger than in the previous year.

According to the annual report, the equipment of the Territory continued at a satisfactory rate; as a result of the works carried out with funds allocated under the ten-year plan, communications, roads, ports, railways and public services were improved.

Continued surveys and further study of the most suitable agricultural methods for local conditions have made it possible to assess the Territory's possibilities. The principal task of the technical services in the future will be to popularize methods of increasing output without lessening soil fertility. It is expected that, by means of loans from the common fund of the provident societies, African farmers will obtain the capital to introduce the improvements required in crop raising and cattle breeding.

The Administering Authority considers it essential that, in a country where mining possibilities appear very limited, increased agricultural production should

be able to provide the necessary extra funds to meet the cost of operating and paying for new equipment.

By resolution 322 (IV) of 15 November 1949, the General Assembly expressed full support of the recommendations of the Trusteeship Council concerning a greater participation of the indigenous inhabitants in the profits from and management of public or private undertakings engaged in the exploitation of natural resources or in the production of, or trade in, raw materials and commodities basic to the economy of Trust Territories.

At its ninth session, the Trusteeship Council, noting the efforts of the Administering Authority to increase production in the Territory, as well as the satisfactory results already attained through the ten-year plan for economic development, had recommended that the Administering Authority should encourage active participation by the indigenous inhabitants in all aspects of the economic life of the Territory and particularly in policy-making and managerial activities.

The 1951 report stated that the Representative Assembly was consulted as required by law on the utilization of funds allocated under the ten-year plan. This participation in policy-making is to be increased. As regards participation by the indigenous inhabitants in managerial activities, the only qualification was personal competence. In 1951, there were 800 indigenous merchants in Togoland, and one of the largest importing and exporting firms was managed by a Togolander.

At the same session the Trusteeship Council had also recommended that the possibility of opening the posts of president and treasurer of the Chamber of Commerce to indigenous inhabitants should be considered.

Under an *arrêté* of 3 December 1951, these posts may in future be awarded to Togolandese.

At its eleventh session, the Council adopted the following conclusion:

The Council commends the Administering Authority for having implemented the recommendation on this question adopted at its ninth session by opening to indigenous inhabitants the posts of President and Treasurer of the Chamber of Commerce.

Agriculture

At its seventh session the Trusteeship Council had recommended that the Administering Authority should, institute intensive programmes for land reclamation and conservation, and had noted the programmes being carried out, while expressing the hope that such programmes would be carried forward as rapidly as possible.

At its ninth session, the Council had commended the Administering Authority for the measures taken in promoting economic development, especially with a view to minimizing the risk of famine, had suggested that the policy of encouraging increased food production be reaffirmed, and had recommended that the Administering Authority should give continued attention to the provision of agricultural services to the indigenous farmers.

The 1951 report indicated that food production in the Territory as a whole was generally excellent,

despite a drop in the yield of certain products, and that it amounted to 665,516 tons in 1951 as against 642,698 tons in 1950. In 1951, industrial crops showed a slight decrease as compared with 1950, totalling 79,480 tons as against 82,238 tons.

<i>Food crops</i>	<i>Tons</i>	
	1950	1951
Maize	42,215	38,740
Yams	259,150	270,250
Beans	4,500	5,300
Millet and sorghum	83,750	84,000
Cassava	229,700	245,000
Rice	6,730	6,300
Fonio	2,180	2,600
Voandzou	9,320	9,600
Taroos	220	240
Sweet potatoes	4,900	4,450
Sesame	33	36

In 1950 and 1951, a considerable drop in the maize harvest was caused by severe outbreaks of blight; these were attributed in part to the gradual exhaustion of the soil, and attempts were being made to mitigate their effects particularly by the introduction of alternative crops. The report noted that farmers took a keen interest in these efforts, which proved completely successful. There was also an appreciable increase in the production of cassava, yams, millet and sorghum, and a decrease in the production of rice — an advantage in view of the disastrous effect of mountain-rice cultivation on soil conservation.

<i>Industrial crops</i>	<i>Tons</i>	
	1950	1951
Cocoa	4,600	4,500
Coffee	1,555	3,500
Palm oil	3,000	2,500
Palm kernels	12,800	10,000
Groundnuts (shelled)	10,570	12,000
Karite almonds	42,000	35,000
Copra	4,950	7,000
Castor oil plant	188	180
Seed kapok	275	1,000
Seed cotton	1,600	3,750
Tapioca	700	50

The increase in the production of groundnuts was due both to the farmers' greater interest in the crop and to the increased production per hectare. The high prices obtained for copra explained the popularity of the crop, while less active trade explained the decreased tonnage of palm kernels and karite almonds. On the other hand, coffee output was almost three times the 1950 figure as a result of the campaign against the scolytus beetle.

According to the annual report, the agricultural programme which the Services concerned are endeavouring to carry through covers the following principal activities: investigation of means of soil regeneration and conservation, study of artificial fertilizers, improvement in crop rotation, farming methods, stock-breeding and utilization of cattle, supply of high-quality plants and seeds, and the combating of pests. A study of the various farming methods contained in the annual report shows that in most areas cultivation is still at the extensive and often shifting stage; the Services' work is designed to prepare the transition from ancestral methods to intensive farming, to the rational utilization of livestock with a view to soil regeneration. This constitutes a real revolution which it is hoped

will be achieved by means of propaganda and persuasion.

One of the main objectives aimed at by the establishment and operation of farm schools and small pilot centres is the aforesaid transition; attempts are being made to increase the number of schools and centres as part of the ten-year plan. The annual report stated that the work of improving and extending the great farms of the Agricultural Service was either completed or continued in 1951. The farm at Glidji specialized in research into the best methods of combating soil erosion in the *terres de barre*; the Tové farm worked on the improvement of food crops, of coffee trees and of oil palms; the Sotouboua farm, established in the heart of the Cabrais area (Lama-Kara) where the land, greatly impoverished by over-cultivation, is densely populated, was studying soil regeneration and anti-erosion measures, especially by using cattle. The Barkoissi pilot centre was designed to show the local indigenous farmers how, with the means at their disposal, particularly cattle, to farm in a way which would conserve the soil. The Atilakoutsé station continued its research into the best varieties of cinchona. Lastly, the farm schools had to be completely reorganized and the students brought together at Tové. The report indicated that the Glidji and Sotouboua schools had to be closed down because of the complete lack of enthusiasm for farming on the part of the young Togolandese.

The work of these centres for specialized practical experimentation and instruction, assisted by the distribution of plants, seed, fertilizers and repeated experiments carried out on small plots of land made available to the farmers, was being supplemented by a plant protection campaign against diseases of the coconut palm, parasites of the palm tree, maize blight and the scolytus beetle, followed by the destruction of larvae, inspection of plantations, treatment, etc.

Agricultural production is encouraged and maintained by means of the Local Agricultural Production Maintenance and Equipment Fund, financed by means of fees paid by the exporters. In addition, loans are granted to farmers by the Joint Fund of the provident societies.

The sums appropriated for agriculture under the ten-year plan total 637,100,000 francs CFA, of which 142,700,000 francs have been used and 127,260,000 francs paid out.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting, on the one hand, the paucity of natural resources and the poor quality of the soil, and, on the other hand, the fact that methods of mechanized cultivation may not be those most suitable to the soil conditions in the Territory; noting further that the Administering Authority is giving intensive study to the question of promoting agriculture, particularly in the fields of research and experiment; expresses the hope that the Administering Authority will intensify its efforts to disseminate agricultural information to indigenous farmers, to assure the conservation and regeneration of the soil and to combat plant diseases; and request the Administering Authority to keep it informed of the steps taken or contemplated to improve soil fertility and all other aspects of agriculture.

Stock-breeding

The Lomé stock-breeding centre, which comprises a laboratory, a clinic and sanitary installations, came into operation early in 1951. The Dapango centre, which was badly damaged by a tornado in 1950, was repaired in 1951. During the year under review, a programme of cattle protection measures and rural hydraulic projects was drawn up for commencement in 1952.

Of the 47 million francs CFA allocated under the ten-year plan, 22 million francs were used and 16,500,000 francs paid out.

The annual report stated that great progress had been made in the equipment of the stock-breeding service, which now had considerable technical equipment.

The quality of the livestock raised a much greater problem than its quantity, which, according to the report, had reached its effective maximum. In addition to the prevention of epizootic diseases, the stock-breeding service was implementing a systematic programme of selection and cross-breeding which, despite the interest shown, was meeting with psychological and social obstacles; this was because flocks and herds in Togoland constituted a capital investment usually entrusted to the Peulhs; the stock was underfed when young and periodically pastured in unfavourable localities.

Fisheries

According to the 1951 report, sea fishing of the coastal type is carried on throughout the year along the whole coast of Togoland; river fishing is not carried on at low tide. No expansion of the industry can be envisaged for the time being.

There is a brisk trade in dried and smoked fish, 1,477 pounds having been exported to the Gold Coast in 1951. Some is also sent to the interior of the Territory, adding important quantities of nitrogenous matter to the local diet.

Land and land tenure

According to the 1951 report, the general introduction of land registration is of vital importance for the economic development of a territory such as Togoland, which is essentially agricultural. The improvement of conditions in which the land can be worked is dependent upon the possibility of obtaining credit—which is possible only on presentation of collateral security enabling a mortgage to be taken out. Mortgages, however, can only be issued in respect of property which has been registered in the Land Register. The desirability of possessing land titles guaranteeing ownership under the Civil Code, after compliance with registration formalities, is being more widely appreciated by the indigenous inhabitants, even by those who hold customary titles of ownership. The number of registrations, which reached a record total in 1951, is growing steadily, as can be seen from the following table:

1945.....	27
1946.....	37
1947.....	48
1948.....	90
1949.....	173
1950.....	201
1951.....	226

One obstacle to a more general practice of registration is its relatively high cost, due largely to the fees of private surveyors. Consideration is being given to draft regulations for establishing a schedule of fees; meanwhile, under an *Arrêté* of 23 May 1951, the services of an Administration surveyor may be obtained at the official fee.

The only statistics for land occupation in 1951 which can be accurately established relate to registered land:

African		Non-African		Private domain of the Territory	
Number	Area in hectares	Number	Area in hectares	Number	Area in hectares
2,276	7,006	271	565	2,268	10,973

In 1951, concessions to domain land no longer used in the public interest were granted under public auction as follows:

(a) Urban land

Provisional Nationality	concessions		Final concessions	
	Number	Area in hectares	Number	Area in hectares
French	39	14.42	41	19.39
United Kingdom..	14	5.18	15	2.88
German	1 ^a	.22	3	Lebanese .35
African	285	27.19	157	17.88

(b) Rural land

	Provisional concessions		Final concessions	
	Number	Area in hectares	Number	Area in hectares
French	1	1.67 ^a	4	324.75 ^a
Belgian	1	34.50		
African	2	14	3	12

^a Includes concessions granted to religious missions.

Forests

At its ninth session, the Council, noting that the importance of forest classification and forest reserves had yet to be driven home to the local inhabitants, had expressed the hope that the Administering Authority would continue to take measures to educate the population on the importance of preserving forests for the welfare of the Territory, so that local opposition might soon be overcome.

According to the 1951 report, the Territory's forest domain covered an area of 105,000 hectares. Although this figure was clearly higher than in 1950 (38,450 hectares) it was nevertheless regarded as being still low, as it represented only 1.9 per cent of the total area of the Territory and only 4.66 per cent of the wooded area. This low figure was to some extent accounted for by the newness of the forestry service and by the former hostility of the local population—the customary owners of the land—to the classification of uncultivated land. The report noted a manifest change of heart on the part of the local population in 1951 as a result of the propaganda campaign launched by the forestry service, in which emphasis has laid on the all-important part played by forests in conserving soil and the protecting stream. Land classification in 1951, which covered 66,500 hectares, was in all cases carried out with the full approval of the population.

Preliminary plans for the classification of 80,000 hectares, relating particularly to inhabited mountainous areas, were studied in 1951, together with other soil regeneration measures.

In 1951, for the first time, a large number of blocks under artificial stands of teak were cleared, a portion of the felled timber being given to the indigenous communities and the remainder going to the Territory.

Industry and mines

Lacking in mineral resources and sources of energy, Togoland is essentially an agricultural country. Apart from the railway shops, various automobile repair shops and the Lomé power station, the only one of its kind in the Territory, all installations—cotton and kapok ginning mills, a soap factory, a grated coconut factory and the Alokouegbé oil extracting mill—are connected with the processing of agricultural produce for export or local consumption.

Thirty-six mechanical palm kernel crushers, twenty-six mechanical coffee-bean huskers, 257 maize mills and several mechanical tapioca grinders were being used by farmers in 1951. The Alokouegbé plant carried out its first trials in 1951 and was expected to come into operation in 1952.

With regard to the mining industry, the Trusteeship Council, at its ninth session, had expressed the hope that the Administering Authority would provide further information on the steps taken to ascertain the extent and value of minerals in the Territory, with special reference to the exploitation of chromite and bauxite deposits.

According to the 1951 report, the application of the holder of the Mount Ahito chromite exploitation permit was submitted to the Comité des Mines de la France d'outre-mer for approval. The final survey before exploitation was made and work was to start on the widening of the road and the construction of permanent bridges over the road to Mount Ahito. The Administering Authority stated, in the course of the eleventh session of the Council, that the exploitation permit had been granted by a recent decree. With regard to bauxite, the Bauxites du Midi Company, which holds a special authorization to prospect for minerals, has not yet done any prospecting.

At its eleventh session, the Council adopted the following recommendation:

The Council notes with satisfaction that there has been an advance in the development of secondary industries in the Territory, and expresses the hope that the present trend will be maintained so that the economy of the Territory may be developed on a more diversified basis.

Foreign trade

During 1951, exports and imports amounted to the following figures, compared with those of the previous three years:

(a) Exports

	Tonnage	Value (millions of francs CFA)
1948.....	23,284	877.56
1949.....	38,431	1,454.42
1950.....	45,105	1,624.02
1951.....	57,115	2,331.24

(b) Imports

1948.....	39,314	1,168.53
1949.....	27,322	844.71
1950.....	44,488	1,528.14
1951.....	43,960	2,698.84

The annual report pointed out that the tonnage exported in 1951 was still lower than that of the pre-war years because maize exports had ceased; 38,740 tons were produced in 1951.

The following are the staple products in the economy of Togoland and make up 84 per cent of the total value of exports:

Product	Tonnage		Value (1951) (millions of francs CFA)
	1950	1951	
Cocoa	4,249	5,250	640.783
Coffee	1,117	3,432	555.204
Cotton (ginned)....	498	2,187	369.603
Copra	4,460	6,212	288.524
Palm kernels	12,717	7,526	266.346
Groundnuts (shelled)	2,145	3,473	145.230

Sixty-three per cent of the exports went to France and countries in the French Union; exports went also to the Gold Coast, Germany and Holland. These countries received 98 per cent of the tonnage exported.

With regard to imports, which in 1951 showed a great increase over those of 1950, food products, cotton fabrics, fuels and lorries showed increases; but iron and steel, cement and jute sacks showed decreases. Imports in 1951 compared with those in previous years were as follows:

	Tonnage	Value (Francs CFA)
1948.....	23,284	877,560,936
1949.....	38,341	1,454,429,577
1950.....	45,105	1,624,020,366
1951.....	57,115	2,331,246,395

The main suppliers of Togoland were France and the countries of the French Union, the Gold Coast, Netherlands territories in America, Spain, Denmark, the United States of America, Norway and the United Kingdom.

At its eleventh session, the Council adopted the following conclusion:

The Council notes with satisfaction the favourable balance of trade and expresses the hope that it will be maintained.

Indigenous provident and co-operative societies

The Trusteeship Council, at its sixth session, had congratulated the Administering Authority on establishing co-operatives among the indigenous inhabitants and had expressed the hope that the Administering Authority would enable indigenous inhabitants to occupy, as quickly as possible, increasingly responsible posts in these organizations.

The report for 1949 pointed out that, since 1948, training courses for qualified technicians, destined to manage and direct the overseas co-operatives, had been organized by the Havre Colonial School.

At its ninth session, the Trusteeship Council, noting with disappointment that the Administering Authority's efforts to encourage co-operatives had not met with success, had expressed the hope that the Administering Authority would continue its efforts in that direction and had recommended that it should educate the indigenous inhabitants with a view to stimulating their interest in and understanding of co-operative institutions.

The report for 1951 stated that the Administration was continuing to encourage the establishment of co-

operatives. Two new production co-operatives had filed their articles in 1951; and a new consumers' co-operative, organized by the Togoland Trade Unions Association (Union des Syndicats du Togo), would start operation during 1952. Arrangements had been made for two indigenous agents of the co-operatives to attend an advanced training course in France in 1952.

In 1951, the Joint Indigenous Provident Societies Fund (Fonds Commun des Sociétés indigènes de prévoyance) increased its lending activities; twenty-five applications for loans were examined and sixteen were granted; namely, eight agricultural loans totalling 2,985,000 francs CFA, one loan of 400,000 francs to a craftsman, and seven miscellaneous loans totalling 4,300,00 francs.

The conversion of the Joint Fund into an agricultural, craftsmen's and real estate credit agency was considered, and a draft decree to bring it about was before the Council of Ministers.

The report added that, although not many co-operative institutions had yet been legally established, in practice co-operative groups were formed by chiefs at the request of producers when products were sold. By organizing and controlling sales, the groups enabled the producers to by-pass exacting middlemen.

At its eleventh session the Council adopted the following conclusion:

The Council, recalling its previous recommendation on the matter at its seventh and ninth sessions, notes with regret that the development of co-operatives is still somewhat slow. The Council, however, takes note of the assurances given by the Administering Authority that close attention will be given to the problem of encouraging the development of co-operatives, and that everything possible will be done to increase the number of persons trained in the establishment and management of co-operatives.

Public finance and taxation

At its ninth session, the Trusteeship Council had commended the Administering Authority for the steps taken to replace the head tax by a progressive income tax and had recommended the establishment of a general income tax as soon as possible.

According to the report, the 1951 budget totalled 1,024,500,000 francs CFA, an increase of 158,399,000 francs over that of 1950, arising from the general revision of salaries, the development of health and education services, the volume of public works and the general rise in prices. The budget was balanced by taking 120 million francs from the reserve fund.

Few changes occurred during 1951 in the organization of the Territory's fiscal system; the budget received 144,500,000 francs CFA from direct and similar taxes, and 557 million francs in contributions collected *sur liquidation*.

The chief taxes collected are the scheduled taxes (industrial, commercial, etc.) and the general income tax; the personal tax, known as the "minimum fiscal tax" because it applies to everyone not liable for income tax; land taxes, permit and licence fees; and various other taxes such as locality taxes.

The Representative Assembly, at its session in November 1951, substantially increased the rates of licences for wholesale dealing in alcohol and for retail liquor establishments. These measures formed part of a campaign against the increase in the consumption of alcohol.

The annual report for 1951 also noted substantial efforts made in 1951 to convert the numerical lists used in the collection of the personal tax in the *commune mixte* of Lomé. The census which had been carried out would be used for the first time in the Territory for the purpose of establishing the tax lists for the year 1952.

Economic development plan

Expenditure under the ten-year plan during the fiscal year 1950-1951 totalled 425,789,828 francs CFA. According to the annual report, the chief operations in progress, in particular the Lomé-Anécho highway and the Tokoin General Hospital, would not approach completion until 1952.

At the end of 1951 the following economic investments had been planned and made (in millions of francs CFA):

	<i>Total allocations</i>	<i>Funds pledged</i>	<i>Payments</i>
Agricultural production . . .	637.100	142.700	127.260
Forests	47.250	11.970	11.970
Stock-farming	47.275	22.000	17.500
Railway	1,291.800	509.700	402.700
Roads and bridges	1,233.700	599.000	399.200
Ports	51.500	151.000	61.000
Communications	168.850	117.250	44.400

The advance draft of the four-year programme, which is to follow the current programmes numbered 0, 1, 2 and 3, will probably be in final form by the beginning of 1952.

At its eleventh session, the Council adopted the following recommendation:

The Council notes with interest the ten-year development plan and urges the Administering Authority to press forward with its implementation; the Council also urges the Administering Authority to take the necessary measures to improve statistical services so as to provide an increasingly detailed factual basis for future planning.

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

General

The representative of Belgium noted that the Territory was enjoying a period of prosperity, expressed particularly in the considerable increase in the importation of cotton goods, sugar and salt, which were products used by the indigenous population.

The representative of China noted with satisfaction the general prosperity which prevailed in the Territory during the period under review.

The representative of New Zealand felt that the resources of the Territory had been prudently managed. He believed that the Administering Authority deserved commendation for its efforts to protect the income of producers of export crops from overseas price fluctuation.

The representative of the Dominican Republic noted with interest the economic progress made in the Territory. He noticed also that the rise in salaries had been greater than the rise in prices.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was merely concerned with increasing the production of exportable agricultural products, such as cocoa, coffee, palm oil, cotton and groundnuts. The report made reference to the large increase in the production of groundnuts, an agricultural product mainly destined for export, but it also showed that the area under corn and rice cultivation had substantially decreased in 1951.

He further stated that the economic situation in the Territory was characterized by the complete absence of any industry and by the extremely backward state of agriculture. The Administering Authority was not interested in the Territory's industrial development and in the interests of the indigenous inhabitants in this respect. It was merely concerned with increasing the production of exportable agricultural products which, during the year under review, amounted to 84 per cent of the exports. The value of exports from Togoland in 1951 showed an increase of over 1,000 million francs when compared with exports for 1950.

Up to the present time, the Administering Authority had taken no steps to establish any industries in the Territory to process raw materials. Raw cotton was exported from Togoland. The absence of any local textile industry made it necessary to import most of the cotton textiles required. The value of raw cotton exported from the Territory in 1951 was 369,603,850 francs CFA; the value of cotton textiles imported into the Territory was 264,459,559 francs. This indicated that the Administering Authority was using the Territory as a source of raw materials and was not promoting the Territory's economic development, as required by the Charter.

The special representative of the Administering Authority stated that it was unjustified to state that the cultivable area and cattle were being sacrificed for export products. The food situation of the Territory in 1951 was excellent. He felt that, had the Territory been only a subsidiary source of raw materials, it would have been a bad choice for that purpose.

Ten-year plan

The representative of China urged the Administering Authority to press forward with the implementation of the ten-year plan, devoting special attention to agriculture.

Taxation

The representative of the Union of Soviet Socialist Republics stated that up to the present time head tax or personal tax still continued to be in effect in the Territory. Under this system, the main tax burden fell on the shoulders of the poorest sections of the population — that is to say, on the overwhelming majority of the indigenous inhabitants. The Trusteeship Council should recommend that the Administering Authority take steps to replace the head tax by a progressive income-tax system, or at least by a system of income

tax taking due account of the property status and taxable capacity of the population.

Agriculture

(i) General

The representative of the United Kingdom stated that the Council should have constantly in mind the fact that the basis of Togoland economy must be agriculture. The Council, moreover, should realize some of the difficulties. The special representative had pointed out that the soil of Togoland was poor, and that what were considered modern and progressive methods of agriculture might not be those most suitable to the conditions existing in the Territory. He felt that this fact must always be borne in mind when questions of land and agriculture were discussed in connexion with any of the Trust Territories of Africa.

The representative of New Zealand hoped that the Administering Authority would supply the Council with further information on the soil in the Territory, and on the measures it was proposing to take in the future dealing with conservation, the improvement of soil fertility, the counteraction of plant diseases, etc.

The special representative of the Administering Authority stated that the question of promoting agriculture was the constant concern of the competent authorities of the Administering Authority. Research and experiments in various methods, performed by the Administering Authority, the work of teachers and training staffs and, in general, the dissemination of agricultural information would continue to ensure conservation and regeneration of the soil and progress in the development of the wealth of the Territory.

(ii) Mechanized farming

The representative of China stated that he was encouraged by the fact that mechanized farming had been applied to good advantage in certain respects. He hoped that the application of this method might be gradually extended so as to increase production.

(iii) Plant diseases

The representative of El Salvador noted that measures had been taken to combat various plant diseases. He believed that the Administering Authority should extend such measures.

Land alienation; forest classification

The representative of Belgium noted with satisfaction that the opposition of the population to the classification of forests had been overcome, and that several areas had now been classified for forestry with the full agreement of the indigenous inhabitants.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority not only had not returned to the indigenous inhabitants lands alienated from them, but had continued to carry out further alienation of land belonging to the indigenous inhabitants. The over-all area of alienated lands held by Europeans and by the Administration amounted to some 4,000 hectares. He noted that this figure included only those lands which had been officially registered. The Administering Authority also continued the alienation under the guise of forest classification. The area of classified forests increased from

38,450 hectares in 1950 to 105,000 hectares in 1951. He felt that the Trusteeship Council should recommend that the Administering Authority return to the indigenous population the lands alienated from it in any way and that the Administering Authority should not in future allow the alienation of land belonging to the indigenous population.

The special representative of the Administering Authority stated that the figure of 4,000 hectares of alienated land was obtained by adding the 565 hectares belonging to non-indigenous persons, mentioned on page 88 of the report, to the 3,402 hectares of the private domain of the Territory. He stressed, however, that there was no domain of the French State in the Trust Territory. In accordance with the *arrêté* of 13 March 1926, all the public and private domain belonged to the Territory. Of the 565 hectares belonging to non-indigenous inhabitants, 403 hectares belonged to private domain; little more than 500 hectares had been purchased and had not been fraudulently obtained. The Territory contained only 55,000 square kilometres. He felt that these figures spoke for themselves.

With regard to the classification of the forests, the special representative of the Administering Authority stated that there had been no deprivation of the indigenous population in this respect either. Neither the land nor the products of the indigenous population were stolen from them, either by a fiscal system which called for only an infinitesimal contribution from the indigenous population to the public budget or in any other way.

Animal husbandry

The representative of New Zealand hoped that the Administering Authority would supply information to the Council as to the measures it was preparing to take in the future dealing with the greater use of draught animals. He felt that a continued effort was necessary to overcome the traditional attitude towards cattle.

The representative of El Salvador noted that measures had been taken to combat various diseases among cattle.

The representative of the Union of Soviet Socialist Republics stated that, according to the report, the animal population of the Territory had substantially decreased in 1951.

Balance of trade

The representative of New Zealand observed that the Territory had a favourable balance of trade. He felt that this fact should be commended. He considered that the Council might wish to take note of this and express the hope that the improvement in the balance of trade would continue to be maintained.

Trade

The representative of New Zealand observed that, in its transactions with foreign countries, the Territory appeared to be a net debtor to the extent of about three million dollars, a deficit which, he supposed, had been made up from the resources of the metropolitan Territory.

The special representative of the Administering Authority, referring to the deficit in foreign exchange,

stated that the deficit was not a danger for the Territory or for its equipment, since the Administering Authority covered, through its exchange organization, all the foreign exchange needs of the Territory which it administered. However, the matter would be brought to the notice of the competent authorities so that fuller information could be supplied to the Council in the next report.

Chamber of Commerce

The representative of El Salvador congratulated the Administering Authority upon having done away with the restrictions which prevented indigenous inhabitants from holding positions as presidents or officials of the Chambers of Commerce in the Territory.

Industries

The representative of El Salvador noted with satisfaction that an attempt was being made in the Territory to promote agricultural industries and that no monopolies were established.

4. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Fundamental freedoms

According to the annual report for 1951, the enjoyment of human rights and fundamental freedoms is guaranteed by law to all the inhabitants of the Territory, without distinction as to race, sex, language or religion, as it is stipulated in Article 76 c of the United Nations Charter.

The report stated that an *arrêté* of 8 October 1951, issued after consultation with the Conseil privé, prohibited the introduction, circulation and distribution in the Territory of the *Ghana Daily Express*, published at Accra. This prohibition was ordered after the publication in that newspaper of appeals to violence and of false and tendentious news liable to cause disturbance in the Territory.

The annual report also stated that there were no changes in the regulations governing freedom of assembly, association, thought, conscience and worship and the various other individual freedoms guaranteed by the 1946 Constitution and other previous legislation, and that the Administering Authority had not had to take any special measures in this connexion.

Status of women

The Trusteeship Council, at its seventh session, had expressed the hope that the Administering Authority would take measures to improve the status of women in the Territory.

The annual report for 1951 explained that women in Togoland had acquired the same civil rights as French women, but that, generally speaking, they had remained subject to the rules dictated by custom, which limited their rights. Investigations into the legal status of women were begun in various parts of the Territory in 1951.

The annual report stated that on 9 September 1951 an *arrêté* was issued to limit the abuses liable to arise from the system of dowry, which is paid to the wife's

parents. The *arrêté* gave young women who have come of age the right to marry against their parents' will.

Access to the civil service and the liberal professions is open to women, and in the civil service they have the same rights as men. In practice, they do not have access to the tribal courts. They are entitled to vote and to be elected; one woman was elected a member of the Lomé Municipal Council in 1950 and two others, at Palimé and Atakpamé, in 1951.

At its eleventh session, the Council adopted the following conclusion:

The Council, recalling its previous recommendation at the seventh session, welcomes the adoption of the arrêté of 9 September 1951 which, inter alia, regulates the system of "bride-price" so as to eliminate its worst features; notes that no child marriages have taken place in 1951, and expresses its satisfaction with the improvement in the status of women.

Labour conditions

At its ninth session, the Trusteeship Council, recalling its recommendation at the seventh session, had noted the statement of the Administering Authority on the question of the labour code, had requested the Authority to make that document available as soon as possible to the Council and had expressed the hope that when the code was promulgated it would furnish an adequate basis for the protection of the rights and interests of indigenous labour.

The annual report for 1951 stated that the labour code for the French overseas territories was in its second reading in the National Assembly and would probably be promulgated during 1952.

The Inspectorate of Labour did not report any cases of contraventions of the regulations during 1951. Inspection was facilitated by the existence of staff representatives in all undertakings employing a staff of ten or more, and by the vigilance of the trade unions. According to the annual report, there were several disputes pending between African workers and African and Syrian employers. It was hoped to safeguard the workers' rights without the use of compulsion.

A Territorial Labour Exchange (Office Territorial de Placement) was established by an *arrêté* of 27 June 1951 to help workers to find employment. There were no restrictions on the movement of workers within the Territory. A number of workers continued to emigrate, mainly to British and French Nigeria and the Gaboon, but these were only individual, temporary movements.

The annual report stated that in 1951 relations between employers and employed were normal. Discussions held in May, June and July between the various trade-union representatives on the question of wage increases were completed to the satisfaction of the workers. As a result of the efforts of a *commission paritaire* composed of representatives of the Administration and the civil servants' trade unions, which was instructed to study a new statute for local government employees, a number of difficulties raised by the application of the statute were settled.

Trade unions continued to expand during 1951. There were six employers' unions, thirty-five workers' unions and five professional associations registered in the Territory. The Togoland Federation of Trade

Unions (Union des syndicats confédérés du Togo) had a membership of twenty trade unions; nine trade unions were attached to the General Confederation of Christian Workers (Confédération générale des travailleurs chrétiens); and six trade unions were independent.

The total membership of the workers' trade unions was 6,425, but less than half that number had paid dues.

There were no serious strikes during the year; one work stoppage, lasting two hours, took place at the Lomé electric power station, but it ended when the Inspectorate of Labour intervened.

The following table indicates the strength of the labour force in Togoland under French administration in 1951:

	General	Clerical
Employees	2,800	including 404
Skilled labour	3,000	" 906
Semi-skilled labour	4,000	" 1,043
Unskilled labour	34,000	" 1,420
Miscellaneous	800	

A petition from the Togoland Youth Movement (Mouvement de la Jeunesse togolaise)⁴⁰¹ condemned any system of forced labour which would associate illiterate or tyrannical chiefs in the exploitation or enslavement of the whole country. The Administering Authority pointed out that there was no system of forced labour in Togoland under French Administration.

At its eleventh session, the Council adopted the following recommendation:

The Council, recalling its previous recommendations at its fifth, seventh and ninth sessions, regrets that the legislation providing for a labour code for the Territory has not yet been finally approved by the French Parliament; expresses the hope that action on this legislation will be completed shortly, and requests the Administering Authority to provide full information on the matter in its next annual report.

The Council requests the Administering Authority to make a close study of the problems of migrant workers, especially those who go into neighbouring territories for the harvesting and transportation of the cocoa crops, including the question of adequate supervision of such migratory movements, and requests the Administering Authority to provide full information on the matter in its next annual report.

Wages and standard of living

The Trusteeship Council, at its ninth session, noting an upward trend in the cost of living, recommended that the Administering Authority keep the relationship between wages and the cost of living under constant review and take such measures as might be necessary to ensure continued improvement in the standard of living of the indigenous inhabitants.

The 1951 report indicated that basic wage rates, calculated according to the minimum subsistence level, were established by the Advisory Labour Commission (Commission consultative du travail) on the basis of reports of the prices of basic commodities at Lomé and in the various centres issued by the Inspectorate of

⁴⁰¹ T/Pet.7/292/Add.1.

Labour, and on the basis of studies by the workers' and employers' trade unions. Minimum wage rates were reviewed from time to time, in the light of advice tendered to the Advisory Labour Commission, in order to compensate for increases in the cost of living.

The latest adjustment had raised the minimum wage from 82 francs a day, the rate on 1 January 1950, to 114 francs a day on 1 July 1951, an index increase of 2,280 in relation to the base year 1938 (index 100) and of 380 in relation to the year 1947.

Since 1947, the increases in the minimum rates for unskilled labour have been as follows:

	First area (francs CFA per diem)	Second area	Third area
1947.....	30	25	20
1948.....	35	25	20
1948.....	45	33	26
1948.....	53	38	30
1949.....	72	52	40
1950.....	82	60	45
1950.....	95	72	52
1951.....	114	80	57

The increases in minimum wage rates for daily-paid administrative employees have been as follows:

	1st category	2nd category	3rd category	4th category	Above classification
	(francs CFA per diem)				
1947....	53	66	88	110	220
1951....	158	188	232	269	463

In the matter of the relationship between wages and the cost of living, the report indicated that the methods adopted to establish the minimum subsistence level, as the basis for determining the minimum wage, guaranteed that the essential needs of the indigenous worker were met. It added that the latest revision of cash wages had been made at a time when a decrease in the cost of food had put real wages slightly in advance of the increase in the cost of living that had occurred since the previous reassessment. Outside Lomé, the latest increase of cash wages had been much higher than the increase in the cost of living.

Public health

At its seventh session, the Trusteeship Council had urged that the Administering Authority should intensify its efforts to control the spread of epidemics of cerebro-spinal meningitis; it had commended the Authority for the steps taken in the field of public health and had expressed the view that it should give particular attention to the training of African medical personnel in greater numbers.

At its ninth session, the Council, noting the important advances made in the health services, especially through increased appropriations for buildings, equipment and recruitment of personnel, which in 1950 represented 20 per cent of the total budget, and noting with approval the extension of medical facilities through the establishment of mobile groups, had expressed the hope that the Administering Authority would find it possible still further to increase the number of hospital and other medical facilities.

The Council had noted also with satisfaction the extended facilities provided for the training of medical

personnel at Dakar and for the acquisition by indigenous inhabitants of State diplomas in France, and had expressed the hope that the Administering Authority would further increase the facilities for advanced training open to the indigenous inhabitants, including the provision of scholarships and other forms of financial assistance.

The Assistance Médicale Indigène (AMI) which maintains a permanent organization of hospitals, dispensaries, etc., extended its curative medical services during 1951 and modernized its public health units. The following major work projects were begun during 1951: three new hospital buildings at Sokodé; two polyclinics, at Lama-Kara and Nango; three medical centres at Dapango, Niamtougou and Vogan; six new dispensaries; preliminary work on the building of a 120-bed hospital at Anécho; continuation of the work at the Lomé General Hospital, part of which is already in use.

The Service d'hygiène mobile et de prophylaxie (SHMP), a mobile organization for prophylactic medicine and campaigns against major endemic diseases, continued during 1951 its public educational work in hygiene, in addition to performing its essential function as a mobile medical service.

The health service budget for 1951 was 205,920,000 francs, CFA or 20 per cent of the local budget, compared with 186,686,000 francs in 1950 and 108,994,000 francs in 1949. The situation regarding the 716,625,000 francs provided for medical services under the ten-year plan was as follows at the end of 1951: appropriations 471,900,000 francs CFA; payments 418,366,000 francs CFA.

A total of 4,700,000 general consultations were given in 1951, the number of cases admitted to hospital during the year was 16,149 and the number of days of treatment 523,134.

The annual report indicated that the maternity and child welfare service was expanding to serve an increasingly large number of centres, by making more frequent visits to maternity hospitals and by providing training for assistant midwives. The number of births with medical attention was 7,236 in 1951, as compared with 4,412 in 1947. The figures for consultations were as follows:

Pre-natal consultations	Post-natal consultations	Children from birth to two years	Children from two to five years
46,641	66,513	413,875	599,775

The service had a staff of twenty-seven midwives and fifty-nine assistant midwives.

The medical and educational authorities co-operated closely in the work of school medical inspections. Each child had a medical record book, which was kept up-to-date by quarterly inspections.

The serving medical staff consisted of the following:

Fully qualified doctors (2 Africans).....	11
African (locally trained) doctors.....	16
Health service midwife.....	1
African (locally trained) midwives.....	27
District nurses.....	3
Health officials.....	25
Male and female nurses.....	343
Pharmacist.....	1
Dental surgeon.....	1
African (locally trained) pharmacists.....	2

The annual report stated that twenty Africans were taking courses of study in France: twelve were studying medicine, seven were studying pharmacy and one was studying dental surgery. After a special competitive examination, members of the African medical staff may study in France for French State diplomas. In addition, on passing the *baccalauréat* (university entrance examination), students may study medicine at the Dakar school, which was set up in October 1950, and train there for the State diploma.

At its eleventh session, the Council adopted the following recommendation:

The Council, noting that the medical and health services have been further expanded and, in particular, that the total number of medical visits in the year 1951 in the Territory was 4,700,000 and that the proportion of the population suffering from sleeping sickness has been reduced in twenty years from 17 per cent to 0.2 per cent, considers, nevertheless, that in the field of health, a great deal remains to be done; expresses the hope that the Administering Authority will continue its efforts to improve the medical facilities still further and, in particular, to expand the provisions for the full medical training of indigenous medical students.

The Council, noting that the Administering Authority has given attention to the problem of infant mortality, urges it to give further study to the problem; and requests the Administering Authority to provide full information on the matter in the next annual report.

Alcohol and spirits

As was indicated above under *Public finance and taxation*, the Representative Assembly, whose attention had been drawn by the Trusteeship Council at its seventh session to the necessity for co-operation with the Administration in the campaign to combat the excessive consumption of alcohol, in November 1951 raised the fee for licences for the sale of alcohol. However, the annual report pointed out that the Administration had intended to raise the fee for the retail off-licence from 3,000 to 10,000 francs, but that the Assembly had considered that increase to be excessive and contrary to the interests of the owners of numerous small shops, the number of which was to be reduced.

The report added that the measure adopted by the Assembly was arousing opposition from the local trade, which feared competition from French West Africa, where similar but slightly lower licence rates had been adopted.

Town planning and housing

According to the annual report, the town plan for the modernization of Lomé was continued in 1951; a large number of modern villas were also built by Africans. The lighting system was being installed and a new slaughterhouse was completed.

Building and town-planning work was also in progress in the interior, notably at Sokodé, Palimé and Tsévié.

The situation at the end of 1951 with regard to the credits allocated under the ten-year plan for urban and rural work was as follows:

	Million francs CFA
Total credits earmarked.....	359
Credits allocated.....	257
Credits paid.....	166

The main schemes in progress were for water supply systems at populated centres, well-sinking and draining the Lomé lagoon.

Civil registry

According to the annual report, a simplification and extension of registration are the aims of the civil registry system which was being organized for the indigenous population. The Trusteeship Council, at its seventh session, had recommended that registration should be made compulsory in communities where civil registry centres already existed, and the Administering Authority reported that steps had been taken to that end.

The 1951 report indicated that the civil registry centres functioned satisfactorily during the year; they numbered 256, as against 246 in 1950. It was hoped that in the south, particularly in the *cercles* of Lomé, Klouto and Anécho, each village would soon have a civil registry centre; in the north the problem was to find secretaries who were both literate and sufficiently reliable to be entrusted with the registry files.

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

Child marriage

The representative of El Salvador noted that, in 1951, there were no cases of child marriage.

Status of women

The representative of New Zealand noted the improvement in the status of women, and that the worst features of the system of "bride price" had been removed.

Labour code

The representative of the Dominican Republic, noting that draft laws were being considered in the metropolitan country to set up a labour code, hoped that this legislative measure would be put into practice shortly.

Migrant workers

The representative of Belgium asked for a closer study of the subject of migrant workers who apparently moved in large numbers into the neighbouring territory for cocoa harvesting and transportation of the cocoa crops. He wondered whether there was adequate supervision of the movement, since the workers were mostly employed by indigenous persons who did not always fully comply with legislation for the protection of workers.

Technical training of workers

The representative of the Dominican Republic felt that the Council should encourage the efforts of the Administering Authority in the direction of technical and vocational training. Better workers and craftsmen would lead to a much better work situation and to an

improvement in the welfare and standards of living of the population.

Standards of living

The representative of New Zealand stated that there appeared to have been some improvement in standards of living. Imports had increased and there had not been any shortage of foodstuffs for local consumption. Wages appeared to have kept up well with prices.

Public health

The representative of New Zealand noted with approval that 20 per cent of the 1952 budget was being spent on public health. He felt that the proportion of doctors was still low; the Council should urge the Administering Authority to continue to give every facility to promising medical students to complete their training. He further stated that he was aware that the Administration has been giving great attention to the problem of infant mortality, and hoped that this work would be continued and expanded.

The special representative of the Administering Authority stated that the efforts of the Administering Authority in the field of public health would continue. Everything was not yet perfect and, although the number of doctors, for instance, might appear to be small, many scholars were now in France to complete their medical studies.

The representative of the Union of Soviet Socialist Republics stated that the health situation in the Territory was completely unsatisfactory. The Administering Authority did not take the necessary steps to improve the health situation. This could be seen from the fact that there was only one hospital in the entire Trust Territory in 1951 as in 1931. In 1932, there were twelve qualified European doctors; in 1951 there were only eleven.

The report for 1951 showed that the rate of infant mortality was one of the main factors accounting for the decrease in the population of the Territory. The report also showed that in the Lomé area, numbering some 157,000 indigenous inhabitants and about 1,000 or more Europeans, there was an average of one hospital bed for fifty-five Europeans and of one bed for 524 indigenous inhabitants. Although the number of hospital beds for Europeans had grown between 1949 and 1951, the number of hospital beds for the indigenous inhabitants had decreased. The Trusteeship Council should recommend that the Administering Authority increase the budgetary appropriations for health needs.

The special representative of the Administering Authority added that apart from government doctors, there were three private practitioners in the Territory. He also stressed, by way of example, that the Administering Authority, in twenty years, had reduced the proportion of the population suffering from sleeping sickness from 17 per cent to 2 per thousand.

Penal organization

The representative of El Salvador noted with approval the decree of 1950 which abrogated the provisions under which it was permissible to farm out convicts for work in private enterprises.

5. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

As defined in the report for 1951, it is the educational policy of the Administering Authority to bring Togoland pupils as rapidly as possible to the competitive examination standards obtaining in metropolitan France, so as to give them opportunities equal to those of their fellows in the French Union who seek posts filled by competitive examination. Generally speaking, the policy is pursued through the provision by government of completely free primary, secondary and higher education, and through a progressive extension of educational facilities. As regards the latter, the Trusteeship Council had noted, at its ninth session, that the aim was to establish universal primary education within a period of five years.

The annual report indicated that the activities of the Educational Service during 1951 were directed in particular to reorganizing and improving teaching methods so as to achieve better results from school work. During previous years, enrolment had proceeded at such a rate that teachers had been faced with very large classes, sometimes of as many as 150 pupils. The buildings had been hurriedly constructed and very scantily equipped. Efforts were therefore made in 1951 to increase the number of classes and to distribute the pupils so that no class should contain more than fifty-five; to improve the ability of teachers; and to distribute school equipment.

At its fourth session, the Trusteeship Council had congratulated the Administering Authority on establishing free education in government schools; noting the ten-year development plan in education, it had considered that such development should be further intensified, and had recommended that special attention should be paid to the training of indigenous teachers. The Council had reiterated that recommendation during its seventh session, and had recommended also that efforts should be made to enrol more girls in schools and that a drive to reduce illiteracy should be carried out.

During its ninth session, the Council, noting that the two chief obstacles to the further development of facilities for primary education were the difficulty in procuring building materials and the lack of teachers, had expressed the hope that the subsidiary school building programme envisaged under the ten-year plan would not be held up, and that the Administering Authority would continue to expand the facilities for teacher-training at the Lomé school and elsewhere.

Budget and works

Allocations for education for 1951 amounted to 156,800,000 francs CFA, or 15 per cent of the whole budget, as against 113 million francs allocated and 142,516,000 francs expended in 1950.

School furniture was obtained fairly easily from workshops set up in the chief town of each southern *cercle*, but less easily in the north owing to a shortage of workable wood. Some metal school furniture had to

be ordered from abroad. It was hoped that by 1952 all the classrooms would be adequately equipped.

As regards the construction of school buildings, the annual report indicated that the situation regarding credits from the ten-year plan at the end of 1951 was as follows:

	<i>Francs CFA</i>
Total credit planned.....	686,000,000
Total credit committed.....	233,500,000
Total credit disbursed.....	116,140,000

The two new large buildings of Lomé college were completed. The teachers' training college at Atakpamé and the primary school at Nyekonakpoe were opened early in 1951. The girls' school in the latter town was being enlarged.

Primary and secondary education

The following figures show the number of pupils in government and private primary schools in 1951 as compared with 1950:

	<i>Classes</i>		<i>Boys</i>		<i>Girls</i>	
	1950	1951	1950	1951	1950	1951
Government schools	345	399	17,703	18,253	3,801	4,046
Private schools....	353	391	15,282	16,427	4,047	4,425
	<u>698</u>	<u>790</u>	<u>32,985</u>	<u>34,680</u>	<u>7,848</u>	<u>8,471</u>

These figures indicate a total of 43,151 elementary-school pupils in 1951 as compared with 40,833 in 1950.

The number of pupils in secondary schools were:

	<i>Classes</i>		<i>Boys</i>		<i>Girls</i>	
	1950	1951	1950	1951	1950	1951
Government schools	20	21	399	460	38	56
Private schools....	16	15	298	331	100	108
	<u>36</u>	<u>36</u>	<u>697</u>	<u>791</u>	<u>138</u>	<u>164</u>

These figures indicate a total of 955 pupils in 1951 as against 835 pupils in 1950.

During the year under review, two pupils from government schools passed the second part of the *baccalauréat*, and nine pupils, also from government schools, passed the first part. A total of fifty-five pupils took the examination for the *brevet d'étude* and for the *brevet d'étude du premier cycle*; 1,252 pupils passed the examination for the *certificat d'études primaires*; of whom 827 were from government schools and 305 were from private schools.

The following figures show the distribution of pupils attending mission schools for private education:

	<i>Elementary</i>		<i>Secondary</i>	
	<i>Classes</i>	<i>Pupils</i>	<i>Classes</i>	<i>Pupils</i>
Catholic missions.....	318	17,574	12	262
Protestant missions....	73	3,278	3	69

According to the annual report, Catholic and Protestant mission schools were subsidized in 1951 from the local budget to the amount of 37,123,850 francs CFA. In addition to the recognized schools receiving subsidies, the missions maintained a number of establishments giving religious instruction and the elements of learning. The numbers of pupils attending such establishments were stated in the annual report to have been 8,592 for the Catholic missions, and 4,160 for the Protestant missions.

Most of the pupils attending secondary and technical schools receive maintenance grants. In 1951, 343

scholarships were granted. Pupils from both government and private schools are eligible for scholarships.

Higher education

Students completing their secondary education are granted scholarships for university or higher technical schools in France. Only one student chose to go to the University of Dakar in 1951.

There were eighty-two scholarships for higher education in 1951, distributed as follows: arts: seven; science: sixteen; medicine: fifteen; pharmacy: seven; law: five; dental surgery: three; and technical training: twenty-nine. In addition, there were fifteen scholarships for education in secondary schools.

The annual value of each scholarship was raised to 300,000 francs in 1951.

Technical training

The following figures show the number of students who received technical training (secondary) in 1951:

Commercial section of the Lomé college: first year: thirty-six pupils; second year: twenty-seven pupils.

Technical section of the Sokodé college: first year: twenty-two pupils; second year: fourteen pupils; third year: thirty-three pupils.

Domestic science section of the girls' school at Lomé: first year: sixteen pupils; second year: twelve pupils, four internes.

Trainees are also admitted to the agricultural services and the various technical administrative services.

Finally, several hundred trainees are given instruction at the Catholic mission vocational training school, in private undertakings and especially by many African craftsmen.

There were thirteen young Togolandese studying in France at local expense to complete their technical training.

Teachers

The teaching staff in the government secondary schools was composed in 1951 of one Academy inspector, fifteen certificated professors, one assistant and six teachers.

The teaching staff in the government primary schools was composed in 1951 of one Academy inspector, fifteen certificated professors, one assistant and six teachers.

The teaching staff in the government primary schools consisted of forty-two teachers (of whom nine were women) of what is called the metropolitan service (holders of the *baccalauréat* or the *brevet d'étude* and *certificat d'aptitudes pédagogiques*), eighty-two male and eleven female teachers of the higher local grade and 292 pupil-teachers (forty-three of whom were women), holders of the primary education certificate, who are qualified to give elementary and primary instruction, and who teach while they continue their studies for the *brevet d'étude*. This staff is trained in the schools and colleges of France, or of French West Africa, or at the secondary college at Lomé, or at the teachers training college at Atakpamé. The Lomé college, which was being enlarged, opened two new buildings in 1951, and the teachers' training college at Atakpamé, which consisted of six classes, was opened at the beginning of the 1951 school year.

The 1951 report stated that the first group of teachers who had received appropriate training would graduate in 1952 from the school at Atakpamé. In 1951, an effort was made to improve, by vocation courses, lectures, etc., the professional training of young teachers, twenty of whom were recommended for degrees.

The report also indicated a considerable improvement in conditions for teaching staff during recent years, as a result of the construction of new schools and of comfortable living quarters.

The teaching staff in private schools was composed of seven certificated teachers, eleven assistant teachers, twenty-nine instructors, 131 pupil teachers and 243 assistant pupil teachers.

Education for girls

According to the annual report, a great effort was made in 1951 to provide education for girls: 8,471 were given elementary, and 164 secondary, education; thirty-eight were given technical training. New classes were opened in a number of *cercles*; the Catholic mission organized, with the support of FIDES, a new domestic science course; and the Representative Assembly approved the construction of a women's college, work on which was expected to begin in 1952.

During 1951, 350 girls sat for the *certificat d'études primaires*, three for the *brevet d'étude*, eleven for the *brevet d'étude du premier cycle* and two for their *baccalauréat*. Two were admitted to the teachers' training college.

Adult education

At its ninth session, the Trusteeship Council noting the importance of promoting mass education and reducing illiteracy, had recommended that the services rendered by the mobile cinema and library vans should be extended.

According to the annual report, the most popular form of mass education is the course for adults. In 1951, 135 courses were held. The elementary courses were directed by student teachers, and the more advanced courses by instructors. A total of 489 candidates who had attended those courses sat for the certificate, and sixty obtained it.

The mobile cinema and library van continued to make its rounds throughout the year and acquired fifteen more films. A youth hostel was organized at Tsévié, with a library, tennis courts and other amenities.

The public libraries in Togoland included those of the Institut français d'Afrique Noire (IFAN), with 6,000 volumes and that of the Direction du Service de l'Enseignement with 2,170 volumes, and many libraries in primary and secondary schools. In 1951, a publishing firm sent a mobile library to tour the Territory and sold a large number of classical works, grammars and other books. That experiment, and the work of the mobile library of the Education Service, proved the popularity of reading among the inhabitants, in the absence of other amusements. The Education Service decided to organize a circulating library system for home lending.

The annual report also pointed out that, in 1951, the Representative Assembly approved, at the Adminis-

tration's request, the funds necessary for an experiment in fundamental education similar to experiments carried out by the United Nations Educational, Scientific and Cultural Organization. The experiment will include a school, a dispensary, a handicrafts workshop, a model garden, a water supply point and the organization of a regional fair, with lectures, discussions, films, sporting events, etc.

Local language

The Trusteeship Council had noted with interest, during its seventh session, the information furnished by the Administering Authority on its efforts in the field of education in the local languages, which were undertaken at the Council's request; it had requested the Administering Authority to continue to give as many details as possible concerning this problem in future reports.

According to the 1951 report, the Direction du Service de l'Enseignement in June 1951 organized a widespread consultation of the leading experts in the various dialects. It was impossible to decide which among twenty-two important dialects were the dominant languages—Ewe, Mina, Cabrais or the Moba dialects. It was therefore decided that as far as possible teachers should work in their own districts and should give moral instruction, practical training and teaching in singing in the local dialect; that they would also teach adult classes; and that school books should be prepared in the local dialects. Such dialects would still be used in the elementary classes.

A petition from the Togoland Youth Movement (Mouvement de la Jeunesse togolaise⁴⁰²) affirmed the willingness of that body to take all legitimate action to promote cultural interchange between the youth of the south, the centre and the north of the country. The Administering Authority stated that it considered that such cultural interchanges would most advantageous, and that it never obstructed their development.

At its eleventh session, the Council adopted the following recommendation:

The Council notes with satisfaction that further progress has been made in the field of education and, in particular, that 15 per cent of the budget is being expended on education and that new schools have been built and their number increased; nevertheless, it considers that an intensified effort should be made in this field, in particular as regards teacher-training, technical and vocational training of workers and adult education. The Council recommends that the Administering Authority should give preference to educational facilities in the north as a step towards equalizing educational advancement in the Territory. The Council also notes with interest UNESCO's comments on the Territory's educational advancement; and requests the Administering Authority to give them careful consideration.

Information regarding the United Nations

According to the annual report, pamphlets giving information on the work, purposes, principles and organization of the United Nations were distributed in all schools. Lessons on this subjects were given in all government schools, and United Nations Day was

⁴⁰² T/Pet.7/292/Add.1.

celebrated in all schools with discussions on the working of the United Nations and the Trusteeship Council.

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

General

The representative of New Zealand stated that the efforts of the Administering Authority in the field of educational advancement had been maintained and he noted that 15.4 per cent of the budget was being expended on education. He felt that there was, however, a considerable number of school-age children who were not yet attending school, and considerable efforts would be needed to overcome that difficult problem. He urged the Administering Authority to study the comments of UNESCO which described the principal features and problems of the Territory.

The representative of El Salvador noted that the number of schools had been increased and that the school at Lomé had been enlarged. He hoped that next year the Administering Authority would be able to inform the Council about the measures which had been taken to solve the problem of the unification of education in the Trust Territory.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had not taken the necessary steps to improve the situation with regard to education, as a result of which the majority of the population remained illiterate. The overwhelming majority of children of school age received no schooling. Despite this fact, the budgetary appropriations for 1951 had been decreased by more than 5 million francs as compared with the budget for 1950. The Trusteeship Council should recommend that the Administering Authority increase the budgetary appropriations for educational and other cultural needs.

The special representative of the Administering Authority stated that the efforts of the Administering Authority in the field of education would be continued. Although school attendance was not yet satisfactory, the present rate of growth of the school-going population indicated that satisfactory results would be obtained in the near future. The purpose of educational policy

was to give education of good quality to the population and gradually to raise the standards up to the French level, so that the indigenous population would cease to be in a position of inferiority and have easier to the higher posts and to employment.

With reference to the statement that the education budget had fallen by 5 million francs in the last year, the special representative stated that he had taken from the report of UNESCO the figure of 156 million francs for the year, and was surprised, therefore, that the point was pressed. Since it was simply a matter of a printer's error in the report which originated that discussion, he thought in all good faith that the question had been settled.

In reply, the representative of the Union of Soviet Socialist Republics stated that he cited facts indicating that only a very small number of children of school age—about 43,000—were obtaining an elementary education. He stated that the figures on elementary education given by the Administering Authority did not give the true picture. From the figures given by the Administering Authority, it might be thought that 43,151 students attended elementary schools and graduated from the schools, thus obtaining an elementary education. He stated that that was not the situation in the Trust Territory; it seemed that the majority of the indigenous inhabitants did not really obtain an elementary education. This was what the UNESCO report had to say on the subject:

“... it may be noted that the proportion of successful candidates is extremely low. Of 43,151 primary school pupils, 1,252—or three per cent—obtained the primary school certificate”.

He had quoted facts and figures from the report of the Administering Authority to the effect that expenditure for education for the current year was reduced by 5 million francs as compared with the previous year. Those figures could not be denied; they were in the report.

Mass education

The representative of the United States of America was glad to note the effort being made to develop adult education in various parts of the Territory.

Chapter VIII

WESTERN SAMOA

I. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

The report submitted by the New Zealand Government on the administration of Western Samoa, and examined by the Trusteeship Council at its tenth session, was limited to the period of nine months from 1 April to 31 December 1950. The Administering Authority explained that this had been done to enable the Government's financial year to be altered to coincide with the calendar year, and that subsequent annual reports would cover the period of the financial year beginning on the first day of January.

At its tenth session, the Council considered in some detail the situation in Western Samoa. The observations and recommendations which the Council considered it necessary to make are set out in the relevant sections of the present report.

Land and people

Western Samoa is situated between 13 degrees and 15 degrees south of the Equator and between 171 degrees and 173 degrees west longitude. It consists of two large islands, Upolu and Savai'i, and a few small islands and islets, with a total land area of about 1,130 square miles. The islands are of volcanic formation, with rugged mountainous terrain. The territory generally is covered with dense tropical vegetation, but soils on the whole are thin and rocky. Rainfall is heavy.

On 31 December 1950, the population consisted of 74,663 Samoans, 5,866 persons of part-Samoan blood possessing European status, 327 Europeans, 171 Chinese and sixty-three Melanesians, indicating a net increase of 2,399 persons or 3.75 per cent during the nine-month period under review. The capital and chief port is Apia, on the island of Upolu, with a population of about 10,000.

Provisional results of the census held on 25 September 1951 showed that there were 78,372 persons of Samoan status and 4,756 persons of European status, a total population of 83,128.

At its eighth session, the Trusteeship Council had congratulated the Administering Authority on the progress it had achieved in the administration of the Territory during the period under review, and had expressed the opinion that the Administering Authority had been successful in continuing to retain the beneficial elements of the social structure of the inhabitants, while extending to them the benefits of modern civilization.

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

The representative of Belgium considered that the Administering Authority was discharging satisfactorily the obligations it assumed when it took on the burden of trusteeship and that it should be congratulated for the progress achieved.

The representative of the United Kingdom stated that he was confident that the Administering Authority was working sincerely and energetically to achieve the objectives of the Trusteeship System.

The representative of the United States of America commended the Administering Authority for providing information with respect to the consideration given to the conclusions and recommendations of the Council and hoped that all Administering Authorities would recognize the desirability of the practice.

The representative of the Union of Soviet Socialist Republics stated that a study of the report submitted by the Government of New Zealand on its administration of the Trust Territory of Samoa for the period from 1 April to 31 December 1950 led to the conclusion that in this report there was either a complete lack of information on certain rather important aspects of life or that the information was presented in a very general fashion. He noted that there was a complete lack of information, or a very skimpy amount, on questions such as 23 and 25 in the provisional questionnaire, in which information was requested on the degree of participation of the indigenous inhabitants in the administration of the Trust Territory and on changes in the composition of the Administration; that there was no information in the report regarding the national income or the distribution of such national income among the various groups of the population; that there was insufficient information regarding the standard of living of the indigenous inhabitants; and that information was also lacking on such important questions as the prevention of racial and other forms of discrimination in the field of the hiring of labour. He considered that the Administering Authority should take the necessary steps to see that in the future the report contained exhaustive detail, exact information and replies to the questions contained in the provisional questionnaire.

He pointed out that for the period under review, as well as for previous years, the Administering Authority had not undertaken effective steps to implement the requirements of the Charter regarding the promotion of political, economic, social and educational advancement of the indigenous inhabitants of the Trust Territory and their progressive development towards self-government or independence.

2. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

The Samoa Act, 1921 and the Samoa Amendment Acts, 1947 and 1949 are the foundation of the Territory's legal and political structures. The New Zealand Parliament still retains its inherent legislative power in respect of the Territory and the Governor-General in Council has the power to make regulations for its peace, order and good government. The Administering Authority states that these are intended, however, as a safeguard for its position as trustee, and not as the normal means of legislation.

The Administering Authority stated that there was no legislation during the period April-December 1950 specifically designed to further the political advancement of the Territory, but noted that problems of village and district administration, the solution of which it considered a necessary part of the programme of progress toward self-government, were investigated by the Commission of Inquiry set up for the purpose of examining the question of local government throughout Western Samoa.

The leaders and representatives of the people of the Territory have twice brought to the notice of the Trusteeship Council a desire for immediate self-government, first in 1946-47, when their request led to the dispatch by the Council of a special mission, and again in 1950, when the first periodic Visiting Mission went to the Territory. As indicated in the previous report of the Trusteeship Council, both Missions expressed the opinion that the inhabitants were not yet ready for full self-government.

In response to the wishes of the Samoans, constitutional reforms were proposed and subsequently embodied in the Samoa Amendment Act, 1947, which came into force on 10 March 1948. For a fuller account of these, reference may be made to the previous report of the Council.⁴⁰³ In considering these constitutional changes the Mission of 1950 noted that, while emphasis must be placed on making existing institutions work, further political development was not precluded and that, in particular, ways should be found for an increased participation by Samoans in the executive branch of government. At its eighth session, the Council, in expressing the view that the political reforms which had been introduced were developing satisfactorily, drew the attention of the Administering Authority to the observations of the Visiting Mission on the general political development of the Territory and its inhabitants.

At the tenth session, the special representative of the Administering Authority informed the Council that, following the election of the Legislative Assembly, a party known as the Samoa Democratic Party had been formed, claiming a membership of some 300 Samoans, with, as its principal aims, electoral changes which would permit the election of the Samoan members of the Legislative Assembly from the *matai* group by all Samoans over 21, and the extension of Samoan repre-

sentation to forty-one members, thus removing the need for the *Fono* of *Faipule*.

At its tenth session, the Council adopted the following recommendation:

The Council expresses the hope that, in regard to the establishment of the Executive Council and other constitutional developments, the Administering Authority would continue to bear in mind the importance of ensuring that ample opportunity is provided for the adaptation of traditional Samoan concepts to the requirements of representative self-government.

Executive branch

The administration of the executive branch of the Government is entrusted to the High Commissioner, who is President of the Council of State and of the Legislative Assembly, and who also presides at meetings of the *Fono* of *Faipule*. Finance bills disposing of public revenue may not be passed by the Assembly except upon his recommendation, and ordinances passed by it require his assent to become law. Various ordinances give him the power to make regulations on matters of detail and New Zealand Orders in Council empower him to make certain executive orders.

The Council of State, composed of a High Commissioner and the two *Fautua* (advisers who are chiefs of the highest standing) is not an executive organ, but the High Commissioner is directed to consult it on all proposals for legislation to be submitted to the Legislative Assembly, concerning all matters closely relating to Samoan custom, and on any other matters affecting the welfare of Western Samoa which he considers proper.

At its eighth session, the Council, noting the Visiting Mission's observations as to the desirability of establishing an executive council for the Territory, and considering that the existence of such an organ would foster the political education of the inhabitants, had recommended that the Administering Authority should consider the establishment of an executive council in which Samoans might participate.

In the report examined by the Council at its tenth session, the Administering Authority stated that it and the Samoan Government had had under consideration the establishment of such an executive council, consisting of officials and representatives of appointed and elected bodies. During the discussion of the report the special representative of the Administering Authority informed the Trusteeship Council that it was the intention of the Administering Authority to make legislative provision during 1952 for the establishment of an executive council.

At its tenth session, the Council adopted the following conclusion:

The Council notes the intention of the Administering Authority to make legislative provision during 1952 for the establishment of an executive council, and looks forward with interest to receiving information on this action and on the composition and powers of the council.

Public Service

On 1 April 1950, the Samoa Amendment Act, 1949, establishing a separate Western Samoan Public Service, came into force. The Act provides for the appointment by the Governor-General of New Zealand of a Public

⁴⁰³ A/1850, see *Official Records of the General Assembly, Sixth Session, Supplement No. 4*, pages 202-203.

Service Commissioner of Western Samoa, who is subject to the direction of the New Zealand Minister of Island Territories regarding regulations for the conduct of the Service and regarding all matters which, in the opinion of the Minister, affect the policy of the Administering Authority.

The Act also provides that the Commissioner shall, "consonant with the efficient conduct of the Government Service of Western Samoa, have regard to the obligation of the Administering Authority under the Trusteeship Agreement to assure to the inhabitants of Western Samoa a progressively increasing share in the administration and other services of the Territory".

At the tenth session of the Council, the special representative of the Administering Authority stated that the first regrading of the Public Service had been completed and, as a result, the salaries attached to most of the positions had been considerably increased. According to the report examined at that session, this revision was considered by the Administering Authority to be to a certain extent an arbitrary one, since no cost-of-living index had yet been compiled for the Territory. Preliminary data for the establishment of an index was being collected.

At the end of 1950, the Public Service employed a total of 1,164 persons, an increase of ninety-eight since March of that year. Part of this increase, sixty-seven persons, was due to the fact that all employees of the New Zealand Reparation Estates, except the General Manager, are now included in the Public Service under the control of the Public Service Commissioner. Persons recruited overseas and those recruited locally numbered seventy-six and 1,088 respectively.

The desirability of having Samoans assume positions of higher responsibility was expressed by United Nations missions in 1947 and in 1950, and by the Council at its seventh session. At its eighth session, the Council urged the Administering Authority to press forward with its training programmes in order to ensure that an increasing number of Samoans might become qualified to assume such positions.

The Administering Authority stated, in the 1950 report, that in three Departments the principal officers were, by the end of 1950, Samoans or part-Samoans, and it noted that four young Samoans who had completed scholarship courses in New Zealand had returned and joined the government service.

At its tenth session, the Council adopted the following recommendation:

The Council notes with approval the reorganization and re-grading of the Public Service and urges that the Administering Authority continue its efforts to provide training, both locally and in New Zealand, for administrative personnel.

Legislative branch

(a) LEGISLATIVE ASSEMBLY

The Legislative Assembly, constituted in its present form by the reforms of 1948 and consisting of the Council of State, twelve Samoan members elected by the *Fono* of *Faipule*, five elected European members and six official members, held two sessions during 1950. At the first session, the estimates for the financial year were discussed, amended and approved. During the

second session, thirteen ordinances were passed, all of which were assented to by the High Commissioner. A Standing Committee on broadcasting was added in 1950 to the four existing Standing Committees of the Legislative Assembly which deal with finance, education, public works and health.

The Administering Authority noted in its report for 1950 that the Assembly had displayed, as in the preceding year, a conservative tendency in the matter of expenditures, and that government accounts had been thoroughly examined. It also noted the valuable part played by elected members in the general debates, and stated that although some were not yet fully accustomed to discussing matters touching on general questions of law, all were becoming seized of the responsibilities attaching to their office.

At its eighth session, the Trusteeship Council, in noting the successful functioning of the Legislative Assembly, had requested that the possibility of introducing further reforms of benefit to the inhabitants should be kept constantly under review.

At the tenth session, the special representative of the Administering Authority informed the Council that elections for the Legislative Assembly had been held in April 1951, and that elections in the *Fono* of *Faipule* had been conducted for the first time by secret ballot in the case of contested seats. The special representative added that as a result of the elections the proportion of younger men in the Assembly had been increased.

At its tenth session, the Council adopted the following conclusion:

The Council notes with approval that election by secret ballot was adopted for the first time by the Fono of Faipule during the 1951 elections to the Legislative Assembly in the case of contested seats and that younger men were finding an increasing place in the Legislative Assembly.

(b) FONO OF FAIPULE

The *Fono* of *Faipule*, consisting of forty-one Samoan members, representing territorial constituencies based on the traditional districts and sub-districts of Western Samoa, is an organ with consultative and advisory powers. It has the statutory right to express opinions and make recommendations to the High Commissioner on matters concerning the welfare of the Samoan people. It also submits nominations for the appointment of Samoan district judges, the Samoan plantation inspectors, and the Samoan associate judges of the Land and Titles Court, and it elects the Samoan members of the Legislative Assembly.

The 1950 Visiting Mission reported a desire on the part of the Samoans that legislative effect should be given to decisions taken by the *Fono* on matters of general welfare. The Council, at its eighth session, had taken note of the fact that the High Commissioner was prepared to undertake to introduce in the Legislative Assembly all matters, touching upon the welfare of all sections of the community, upon which the *Fono* had taken decisions after discussion with him. In the report examined by the Council at its tenth session, the Administering Authority undertook to keep the Council informed regarding any moves made toward a closer co-ordination of the work of the *Fono* and the Assembly.

At the same session, the special representative of the Administering Authority informed the Council that the *Fono* of *Faipule* and the Legislative Assembly were working in harmony.

Local government

The reorganization of the local government system is under study. In the past, local government has been carried out by Samoan district and village officials, whose work is supervised by the Department of Samoan Affairs. These officials have all been elected or nominated by Samoan representatives, but receive their salaries from the Government of Western Samoa. They normally comprise district judges, plantation inspectors, policemen, messengers and mayors of villages. The Administering Authority states that it has long been aware that a more adequate system of local government is required before very great progress in political responsibility can be accepted in the Territory.

A Commission of Inquiry, set up in March 1950 to examine and report upon the organization of district and village government throughout Western Samoa, submitted its report on 30 November 1950.⁴⁰⁴

In the report examined by the Council at its tenth session, the Administering Authority stated that it was now considering the report, which would demand careful examination because of the complexity of its recommendations and the administrative difficulties of establishing the machinery which was envisaged.

At the same session, the special representative of the Administering Authority stated that to adopt the recommendations *in toto* would be to crystalize Samoan custom and enshrine it in law at a time when its natural fluidity and susceptibility to change needed to be functioning to the maximum.

At its tenth session, the Council adopted the following recommendation:

The Council, noting that the Administering Authority is continuing its study of the report of the Commission of Inquiry on District and Village Government, and that the Board of District and Village Government is continuing its survey of the local government situation, calls attention to its conclusions in the present report with respect to general political advancement, requests that it be informed of any decisions and developments in the local government field, and hopes that the Administering Authority will in particular make progress towards devising a form of local government for the urban area of Apia.

Suffrage

The franchise among Samoans continues to be confined to the *matai*, who constitute about one in four of the adult male population. They are the title holders in each family who traditionally have served as representatives in matters outside the family. They elect the members of the *Fono* of *Faipule*, who in turn elect the Samoan members of the Legislative Assembly. In practice, the choice of the first members of the Assembly was by traditional elective procedures and not by secret ballot, but the *Fono* has, in recent elections, adopted the secret ballot, and the Administering Authority

considers that this method of election may become firmly enough entrenched in Samoan thought to be considered for fairly general adoption.

Persons of European status who have resided in the Territory for a period of one year preceding elections are eligible to vote regardless of their nationality. They elect the European members of the Assembly by secret ballot.

At its fourth session, the Trusteeship Council had recommended that the introduction of a system of universal suffrage applicable to all the inhabitants of Western Samoa should be considered and, at its seventh session, it had expressed the hope that further reforms would be introduced with a view to bringing about, in due course, a system of universal suffrage in the election of members of the *Fono* of *Faipule*. On the other hand, the Visiting Mission of 1950 considered that there was little prospect that the Samoans would agree to any widening of the franchise in the immediate future.

The Administering Authority stated, in its 1950 report, that although conscious of the advantage of introducing some form of universal suffrage in the election of members of the *Fono* of *Faipule* and the Legislative Assembly, it felt that it must have regard for Samoan custom and thus did not wish prematurely to impose on the Samoans a system which was foreign to their customs and traditions. Acceptance of the principle, it believed, could only be achieved by political education, perhaps over a considerable period. However, it noted that there had been a change of feeling on the part of a section of the population, which, noting the secret, universal ballot employed in the election of European members of the Assembly, was expressing a desire for a somewhat similar procedure in the Samoan elections.

At its tenth session, the Council adopted the following recommendation:

The Council, while noting the attitudes of the Samoan people towards universal suffrage, recommends that the Administering Authority give constant attention to educating the Samoan people to ward the realization of the place of universal suffrage in a system of democratic self-government.

Judiciary

Full civil and criminal jurisdiction is exercised by the High Court of Western Samoa. It consists of a chief judge, five commissioners, fourteen Samoan district judges, and three Samoan associate judges. The chief judge and the commissioners are appointed by the Minister of Island Territories, and the district and associate judges are nominated by the *Fono* of *Faipule* and appointed by the High Commissioner for a term of three years. They are not usually renominated by the *Fono* for a second consecutive term.

In serious criminal cases, four assessors are employed by the High Court to sit in an advisory capacity with the chief judge, who may accept a majority opinion of three of the assessors. The Samoans made requests in 1950 for increased representation of Samoan assessors in Court proceedings; the Administering Authority explained that a decision on the matter lay within the competence of the chief judge, who had already adopted the practice of using an equal number of Samoan and

⁴⁰⁴ The report was circulated to the members of the Council as T/941 and was summarized in document T/L.121.

non-Samoan assessors in issues where the accused was a Samoan.

In its 1950 report, the Administering Authority informed the Council that the attention of the *Fono* of *Faipule* had been drawn to the advantage of permitting Samoan judges to retain office for a longer period of time. It also stated that the status and jurisdiction of these judges had been widened by an ordinance passed in 1950.

The only other legally constituted judicial body is the Native Land and Titles Court, which has jurisdiction in respect of disputes over Native land and succession to Samoan titles. The chief judge (of the High Court) is president of this Court, and he is assisted by two or three European assessors and two or three Samoan judges, the latter being those who also act as associate judges in the High Court. The Samoans presented to the 1950 Visiting Mission a request that the composition of the court should be reorganized and the European assessors excluded from it, but the Mission and the Administering Authority agreed that the proper course for the time being would be to grant the Samoan judges a regular status equal to that of the European assessors.

At its eighth session, the Council had commended the action of the Legislative Assembly in passing legislation to that effect.

Status of the inhabitants

As far as their rights outside the Territory are concerned, the national status of the inhabitants is either that of New Zealand-protected persons, or nationals of some sovereign State, or stateless persons. Formerly, the great majority of Samoans were British-protected persons, but, in accordance with the wishes of Samoan representatives, this status was changed to that of New Zealand-protected persons by the Western Samoa New Zealand Protected Persons Order, 1950.

With respect to certain parts of municipal law, the inhabitants of the Territory are divided into the categories of "Samoan" and "European". A Samoan is defined as "a person belonging to one or more of the Polynesian races" and the law also classes as Samoan any persons who are of more than three-quarters Polynesian blood, unless they are specifically declared, in accordance with any regulation or ordinance, to possess some status other than Samoan. Under prescribed conditions, individuals may petition the High Court for a change of status. The Court up to 31 December 1950 has declared 553 former Samoans to be Europeans and forty-three Europeans to be Samoans.

The principal legal consequences of this difference in status are that Samoans may not in general be sued for trade debts (in other types of debt, the matter is at the discretion of the High Court), nor be a member of any incorporated company or partnership without the sanction of the High Commissioner, nor be enrolled as a European elector; and that Europeans may not share, as a right, in the use of Samoan land or in the rents or profits derived from it, nor acquire Samoan land by inheritance, nor accept a Samoan title without permission, nor in any case exercise the rights associated with titles. Social aspects of the difference in status are described in section 4, (*Social advancement*).

At its seventh and eighth sessions, the Council had recommended that the Administering Authority should intensify its efforts to solve the problem of difference in status and that it should give all possible assistance and encouragement to the inhabitants to the end that an early solution might be agreed upon.

In its 1950 report, the Administering Authority stated that the attempt to evolve a common status for the inhabitants of the Territory and thereby promote a unity of interest amongst all sections of the population based on their domicile in Western Samoa had so far proved unsuccessful, but that further efforts would be made in conformity with international law and practice.

At its tenth session, the Council adopted the following recommendation:

The Council, recalling the recommendations at its seventh and eighth sessions regarding the status of the inhabitants, notes with satisfaction the changes in the international status of the inhabitants that have resulted from the Western Samoa New Zealand Protected Persons Order, 1950. With regard to domestic status, the Council notes that the previous efforts of the Administering Authority to evolve a common status have so far proved unsuccessful, and urges that the Administering Authority continue to study the problem and report the results of such study to the Council.

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

General

The representative of El Salvador considered that taking into account the constitutional reforms that had taken place, very important steps had been taken towards the improvement of political, economic, social and educational facilities.

The representative of Thailand noted that the pace of the Samoans' political development had quickened during the past two years and considered the formation of the Samoa Democratic Party an encouraging sign of development towards political maturity. He hoped that the Administering Authority would do all it could to direct and foster the formation of sound political parties, and urged it to consider passing legislation on their formation in order to ensure their responsibility towards their members.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had not taken steps to ensure the political development of the indigenous inhabitants of the Trust Territory. Up to the present time, it had not complied with the legitimate demands of self-government claimed by the Samoan people, despite the fact that over five years had elapsed since the indigenous inhabitants had filed a petition requesting the immediate granting of self-government to Western Samoa and despite the definite conclusions reached by the Visiting Mission of the United Nations on that subject. No democratically created legislative, executive and judicial organs in which the indigenous inhabitants would participate existed in the Trust Territory.

He considered that the Trusteeship Council should recommend that the Administering Authority adopt such legislative and other measures as would ensure the

participation of the indigenous inhabitants in the legislative, executive and judicial organs of the Territory.

Executive branch

The representative of Iraq considered that the Council should commend the Administering Authority for its proposal to establish an Executive Council.

The representative of the Union of Soviet Socialist Republics noted that the executive authority in the Trust Territory was completely in the hands of the High Commissioner and the European officials subordinated to him. The indigenous inhabitants were excluded from the administration of their own country despite the fact, as was stated by the United Nations Visiting Mission in 1950, that "Samoans urgently wished considerably greater participation in the executive organs of the government of their Territory".

Public Service

The representative of Thailand complimented the Administering Authority on the practice of permitting a small number of local appointees in the Public Service to go to New Zealand for training with relevant departments of the New Zealand Administration during periods of leave, and hoped that it would consider expanding this privilege.

The representative of China expressed gratification with the reorganization of the Public Service and hoped that the number of indigenous personnel serving as principal officers in departments would steadily increase as the programme for professional training advanced.

The representative of the United States of America hoped that the Administering Authority would encourage and reward the initiative of locally recruited civil servants in seeking further education and would expand its own efforts to provide training for administrative personnel.

The representative of China requested details concerning the status and employment of students trained abroad who had returned to Samoa to serve the Government.

Legislative branch

The representative of El Salvador stated that he would like to see purely Samoan elements given greater participation in the legislative, judicial and political organs of government.

The representative of Thailand complimented the Administering Authority on the practice of making bilingual broadcasts of the Legislative Assembly's debates, and wondered if the bilingual publication and free distribution of Legislative Assembly debates might not be advantageous.

The special representative of the Administering Authority stated that it was the present practice of the Government of Samoa to distribute widely throughout the Territory the printed proceedings of the Legislative Assembly, including its debates, in the English language.

The representative of the Union of Soviet Socialist Republics declared that the so-called "Legislative Assembly" was, in itself, an advisory body, devoid of any legislative powers. This body was founded on a crude racial discrimination against the indigenous

inhabitants and could not be considered as an organ of self-government of those inhabitants. He further stated that the representatives of the indigenous inhabitants in the Legislative Assembly had not the necessary majority which would make it possible for them to play a decisive role.

The representative of the Administering Authority stated that to ignore recent constitutional and democratic developments in Western Samoa was to display contempt for the Government of New Zealand in its attempts, its progressive steps, to establish self-government in Western Samoa in accordance with the wishes of the Trusteeship Council, and that such an attitude appeared designed to create a false and misleading body of public opinion in the world, and in New Zealand and Western Samoa in particular, about the policy and actions of the Administering Authority.

Local government

The representative of France considered that the persevering and apparently successful efforts of the Administering Authority to develop the population's interest in public affairs at the village, as well as at the Territorial, level deserved the approval and encouragement of the Council.

The representative of the United Kingdom suggested that possibly the establishment of some form of municipal government on less traditional lines in the town of Apia might be an example which would encourage more rapid progress in the development of self-government in the more conservative rural areas of Western Samoa.

The representative of the Dominican Republic stated that he was impatiently awaiting the result of the investigations about to be carried out and also the conclusions arrived at by the Commission of Inquiry set up in March 1950. He was interested in the establishment of local government and anything that would lead to the gradual evolution of the municipal system in the Trust Territory.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had not done anything with respect to creating, in the Trust Territory, organs of self-government based on democratic principles, but, on the contrary, encouraged in every way the undemocratic tribal system.

The report of the Commission of Inquiry, created by the Administering Authority to inquire into the problems of local government in Western Samoa, definitely showed that the Administering Authority wished to retain the backward tribal system in the future as well, and that it had no intention of ensuring the transition from that tribal system to a system of self-government based on democratic principles.

The Trusteeship Council, considering that the existing tribal system, encouraged by the Administering Authority, was incompatible with the progressive development of the inhabitants of the Trust Territory towards self-government and independence, should recommend to the Administering Authority that it should take the necessary measures to ensure the transfer from the tribal system to a system of self-government based on democratic principles.

The special representative of the Administering Authority stated that steps had been taken to implement

those sections of the recommendations of the Commission of Inquiry which related to the establishment of a district and village governing board, and that the remaining recommendations continued to receive further study, which would be assisted by the establishment of the board. The recommendations of the Commission which had not as yet been implemented dealt with important matters of gravity and difficulty for the future political development of Western Samoa and, in the opinion of the Administering Authority, required further detailed consideration.

Suffrage

The representative of the United Kingdom stated that, while advancement toward a system of universal suffrage might be desirable, too precipitate action should not be taken and that no step should be taken in defiance of the views of the Samoans.

The representative of Iraq considered that the Council should request the Administering Authority to keep constantly in mind the question of an electoral system.

The representative of the Union of Soviet Socialist Republics noted that an undemocratic electoral system still continued in Western Samoa under which only the family leaders (*matai*), representing about one-fourth of the male adult population, had the right to vote. The remainder of the male population and the entire female population were completely deprived of electoral rights. The contention of the Administering Authority that it would be, allegedly, "premature" to introduce a universal electoral system for the indigenous inhabitants had been refuted by the fact that the indigenous inhabitants of Western Samoa had themselves requested the granting of suffrage rights, as the Administering Authority itself had been compelled to admit in its annual report.

The representative of the Administering Authority stated that he had invited an expression of the Council's opinion on a question which was at present under consideration by the Administering Authority, namely, whether the adoption of universal suffrage and the secret ballot should be regarded as conditions precedent to the granting of self-government. He noted that this appeared to be a difficult matter to which the Council was unable to give its attention at the moment.

Status of the inhabitants

The representative of the Dominican Republic stated that the status of the inhabitants of Samoa and all the legal implications of a differentiation between them should be made the subject of a very careful study and discussion by the Government of New Zealand.

The representative of El Salvador considered that it would be desirable to clear up, or better still do away with, the type of political classification existing between Europeans and Samoans.

The special representative of the Administering Authority noted that the Council had been informed by the special representative in 1951 that, in the present state of international law and custom, the legal advisers of the Administering Authority were of the opinion that no international recognition could be given or would be given to such a common and national status as "citizen of Western Samoa" because Western Samoa is a Trust Territory and not a sovereign State. He

added that, although the laws governing the status of the inhabitants were fairly complex, there was nevertheless provision in the present law whereby every inhabitant of the Territory had a definite and recognized status both for the purpose of day-to-day life in the Territory and for international travel. Further efforts would be made, in conformity with international law and practice, to unite the people on common grounds of status.

3. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General economy

The Territory is predominantly an agricultural country with the great majority of its people engaged principally in growing subsistence crops. Pigs and poultry are also raised for local consumption. The Samoans combine this subsistence production with the production of copra, cocoa and bananas for the export market. The almost exclusively agricultural character of production in the Territory creates a corresponding dependence on external sources of supply for all kinds of manufactured goods, as well as for foodstuffs and other raw materials which cannot be produced in the Territory.

Industrial development has been slight. The New Zealand Reparation Estates, a New Zealand Government organization operating plantation and other lands taken from the Germans, has a sawmill and a desiccated-coconut factory, which it intends to expand. Another sawmill is operated by a European, and there is a small local crafts industry in Apia. After a recent expert survey of the forests of the Territory, the Administering Authority feels that much of the lumber required annually must continue to be imported. No known mineral resources of commercial value exist. The Administering Authority states that commercial fishing is not on an extensive scale, and that there is little prospect of its development under the limitations of present sources of supply.

Buoyant markets for primary produce and the continuing high prices of imported goods have not diminished the inflationary tendencies in the economy of the Territory. Exports valued at £1,303,761 for the calendar year 1950 showed a small reduction over the previous year, due to a decrease in production and the exigencies of shipping. Imports of £1,095,121 exceeded those of the previous year by over £200,000. The total trade reached a figure of £2,398,882. This figure was surpassed in 1951 when the total trade reached just on £3 million, according to the information supplied by the special representative at the tenth session of the Council.

At its fourth session, the Trusteeship Council had recommended that the Administering Authority, should continue to take all possible steps to diversify production, by introducing secondary industries and by any other possible measures, and that intensified efforts should be made toward the development and utilization of territorial resources in order to raise the standard of living of the indigenous inhabitants; it had requested the Administering Authority to elaborate an over-all plan of economic development.

At its fourth session, the General Assembly had endorsed the recommendations of the Council regarding the need for plans laying down a sound economic foundation for the Territory.

Investigations leading to an increased tempo in the economic development of the Territory have consequently been reported by the Administering Authority. These included a census of the Territory's agriculture, a survey of forestry resources, the coming into full operation of a new hydro-electric plant, the completion of a report on the development of harbours, and work carried on by the re-established Department of Agriculture. Also during 1950 the South Pacific Commission worked in close co-operation with the Government of Western Samoa in the exchange of information and the consideration of technical problems. The Administering Authority stated that the progress made by the Commission in its work in the economic field promised much assistance to the economic advancement of the Territory.

In a resolution adopted at its fifth session (resolution 439 (V)) the General Assembly had drawn attention to the facilities available under the expanded programme of technical assistance for the economic development of under-developed countries, as well as to the regular programmes of the United Nations and the specialized agencies. It had recommended that the Administering Authorities, on behalf of the Trust Territories, should make full use of these and make appropriate application to the agencies involved; it had further recommended that the Administering Authorities should submit to the Trusteeship Council information on all such applications and on the manner in which any technical assistance received was integrated into the long-range programmes for the development of the Trust Territories.

At the tenth session of the Council, the Administering Authority stated that although consideration had been given to the possibility of requesting technical assistance from the United Nations in undertaking a general economic survey of the Trust Territory, the plans for this survey were still in the process of being formulated and no formal request to the United Nations had in fact been made for such assistance. It was the policy of the Administering Authority as far as possible to satisfy from its own resources any requests from the Trust Territory for technical assistance but, should it be found impossible to satisfy such requests, consideration would be given to seeking further assistance from other sources, including the United Nations.

At its tenth session, the Council adopted the following recommendation:

The Council, noting the progress made in the economic development of the Territory and considering that the continuing population pressure emphasizes the need for expanding and diversifying the economic foundation, urges that the Administering Authority proceed with the general economic survey contemplated, including a land and soil survey.

Export production and trade

The marketing of export crops is carried out partly by governmental contractual arrangements and partly through the open market. Over 90 per cent of the principal export, copra, is produced by Samoan growers. A decline in exports of copra, from 16,455

tons in 1949 to 13,917 in 1950, is attributed by the Administering Authority not to a slackening of production, but rather to the normal yearly variations determined by the availability of shipping. The nine-year copra contract entered into by the Territory with the United Kingdom Ministry of Food in 1949—described in the previous report of the Trusteeship Council—continued to operate during the year under review. The price of copra for 1950 was fixed at £48 10s. per ton f.o.b. at Apia, of which £2 5s. was paid into the Stabilization Fund. The f.o.b. price for copra for 1951 was raised to £53 15s.

At the tenth session of the Council, the special representative of the Administering Authority stated that the negotiated price for 1952 had been increased to £65 per ton f.o.b. Apia, which is more than 10 per cent higher than the 1951 price of £53 15s.

Exports of cocoa, the next crop of commercial importance, totalled 1,880 tons during the year. Due to seasonal conditions the cocoa harvest and exports were approximately 1,000 tons less than in the previous year. In 1945, it was estimated that Samoans produced 41 per cent of the cocoa crop. The Administering Authority stated that modern processing machinery installed on the Reparation Estates plantations was being made available to private planters and that this equipment had further enhanced the value of Samoan cocoa. It attributed a substantial increase in plantings to continuing high prices for cocoa. Exports of cocoa in 1951 totalled 3,212 tons valued at £801,000 according to the information supplied by the special representative at the tenth session of the Council.

Samoan growers produce 95 per cent of the total export of bananas. In 1950, this amounted to 97,357 cases, an increase of more than 10,000 cases over the preceding year. Exports were previously under the control of the Administering Authority and were sold f.o.b. Apia to the New Zealand Marketing Department at prices fixed from time to time. On 1 January 1951, however, responsibility for the importation of bananas into New Zealand passed to a newly-incorporated company, Fruit Distributors Ltd., which, the Administering Authority stated, had given assurances of its intention to protect the interests of growers. In anticipation of the availability of an additional fruit-cargo-carrying vessel in the coming year, plantings of bananas were being extended. Discussions had been proceeding regarding the taking over of responsibility for banana production by the Samoan Government, with supervision of the industry by the Department of Agriculture or a specially constituted board of control.

The Administering Authority considered that, with the continued demand for the stable exports of the Territory, there was no need for the Government to promote external trade by seeking further markets. It stated that the present approach, and a great deal of the activity of the Department of Agriculture, was to make existing markets more secure by insisting upon the highest quality of produce for export.

Land: Reparation Estates

The most important individual plantation enterprise in the Territory, and one of the largest taxpayers, is the New Zealand Reparation Estates, consisting of land which was formerly in the hands of German nationals

but which came into the possession of the New Zealand Government as reparations after the First World War. This land is now being utilized for plantation, dairy farming, research and other activities by a management responsible to the New Zealand Government. Some of the Estates land has been disposed of to Samoans, particularly in the most densely settled regions of the Territory, in order to relieve population pressure. Much of the land, which in 1948 consisted of 75,360 acres, is considered by the Administering Authority to be too poor for commercial development. Profits derived from the Estates are paid into the New Zealand Consolidated Fund; but the Administering Authority explains that, in practice, grants equivalent to the profits from the Estates are made to the Samoan Government for social and economic development schemes.

At its seventh session, the Trusteeship Council had recommended that the Administering Authority should consider the possibility of giving statutory form to the practice of using all surplus revenues from the Estates for the benefit of the people of the Territory.

The Administering Authority replied, in its 1950 report, that it would as a matter of policy continue to employ such revenues for social and economic development in Western Samoa, but that the circumstances in which the Estates were acquired involved no legal or moral responsibility to do so.

The 1950 Visiting Mission commended the Administering Authority for using the profits of the Reparation Estates exclusively for the benefit of Western Samoa, and the Council, at its eighth session, supported this commendation, expressing the hope that surplus Estates land would continue to be made available to villages in need of it.

The Administering Authority stated in this connexion, in its 1950 report, that towards the end of the period under review it decided to offer approximately 43,000 acres of Reparation Estates, not required for operation, to the Samoan Government. Although the use to be made of this area would be a matter for decision by the Samoan Government, it considered that the bulk of the land would be held as conservation reserves.

At the tenth session, the special representative of the Administering Authority stated that the transfer of 41,615 acres had been completed during 1951, and that there was a long-term plan in existence which will have the effect of gradually transferring land in the Apia area to allow for the orderly expansion of the town.

Land: population pressure

In a memorandum ⁴⁰⁵ submitted to the Committee on the Rural Economic Development of the Trust Territories, the Administering Authority gives the following information on land utilization. The Territory consists of 725,000 acres of land, of which 55 per cent is estimated to consist of waste, made up of steep mountain sides, lava beds or unproductive areas. Uncultivated land includes about 24,000 acres of lava fields and 578,409 acres of rain forest. With the exception of about one-eighth of the area of rain forest, this land is held by Samoans. The remaining 122,591 acres in

the Territory, under cultivation or used for grazing, is estimated by the Administering Authority to be distributed as follows:

	Acres
N.Z. Reparation Estates (freehold)	12,619
" " (leasehold)	2,000
Samoans	80,472
Europeans (leasehold)	2,500
Europeans and missions (freehold)	25,000

Samoans hold a total of about 565,640 acres, Europeans and missions about 40,000 acres and 119,360 acres, including New Zealand Reparation Estates, consist of Crown land.

The increasing population has led to a degree of population pressure along the northern coast of the island of Upolu. The Administering Authority notes that the progress in road construction has opened up new areas of land for settlement and that this development and its policy of making grants of Crown land to congested villages has offered a measure of relief. Due to the annual population increase (nearly 4 per cent), the problem, however, will continue to exercise the Government. Since the Samoans are traditionally coast dwellers, with access to the sea and its resources of paramount importance to their livelihood, the Administering Authority feels that the successful founding of inland villages is a process which will require both diligent investigation and patience, and much forethought will be necessary for the orderly settlement of the population.

At its tenth session, the Council adopted the following recommendation:

The Council, noting with satisfaction the transfer of 41,615 acres of land from the New Zealand Reparation Estates to the Government of Western Samoa, and noting the Administration's long-term plan for gradually transferring land in the Apia area for the orderly expansion of Apia, expresses the hope that further transfers of land will be made to meet the needs of the Samoan people whenever population pressure so requires.

Internal trade and commerce

The Territory has a commercial system described by the Administering Authority as highly developed in proportion to its population and resources. A large proportion of the general merchandising of imported commodities is in the hands of companies controlled by the part-European descendants of various nationalities. Four major concerns have a large share of the total business, which includes the distribution and sale of all classes of goods and the operation of transport, and insurance and other agencies. These and other firms derive a high proportion of their total turnover as dealers in copra and cocoa.

Two of these companies are local firms; the other two are extra-territorial enterprises with head offices in Australia and Fiji respectively. Other business enterprises, located in Apia, include a branch of the Bank of New Zealand, a subsidiary company of a New Zealand building contractor, transport companies, a cinema company, and a printing and publishing house.

Preferential treatment

Since 1920, British goods imported into the Territory have received preferential customs treatment

⁴⁰⁵ T/AC.36/L.32, pages 2-4.

amounting to *ad valorem* customs duties of 11 per cent in their favour.

At its fourth and seventh sessions, the Trusteeship Council had noted that an inquiry concerning this preferential treatment was in progress, and had expressed the wish to be advised of the outcome. On being informed that the Select Committee pursuing the inquiry considered that the existing customs schedule, with its varying rates of duty and surcharges, should be revised and consolidated so as to abolish the so-called preferential rate of duty and to provide one over-all rate of duty for standard basic commodity items, the Council, at its eighth session, had requested that the Administering Authority should inform it of such steps as it might take in the light of the recommendations of the Select Committee involving the abolition of preferential treatment of imports based on the country of origin.

The Administering Authority, commenting on these recommendations stated, in its 1950 report, that, although it had ascertained that the removal of the existing preferential tariff was not likely to disrupt the economy of the Territory or disturb the pattern of Western Samoan trade, it was now necessary to give careful consideration to the practical effect of such removal on the obligations undertaken by the Territory to other countries.

At the tenth session of the Council, the representative of the Administering Authority stated that the maintenance of the preference was not in any way either a breach of the Charter or of the Trusteeship Agreement because it was preserved in those two documents. He also stated that it would probably be necessary to approach other governments before any change could be made, and that further information on the matter would be provided when the Council considers the next annual report.

At its tenth session, the Council adopted the following conclusion:

The Council takes note of the statements of the Administering Authority on the subject of the preferential tariff and looks forward to receiving a report from the Administering Authority as to the action it may take on this matter.

Public finance; taxation

The territorial budget is based on draft estimates prepared by the separate departments of the Government. Proposed expenditures on health, public works and education are considered by the respective committees of the Legislative Assembly, after which the Administration may adjust them to conform with the general financial situation; next the estimates of all departments go to the Assembly's finance committee for detailed examination; and finally the Administration takes them to the Assembly as a whole for debate, amendment where necessary, and approval.

Since the Government's financial year has now been altered to coincide with the calendar year, the statistical and other information made available in the annual report covers only the nine months ending 31 December 1950. Revenue for this period totalled £471,087 and expenditure £444,202.

The special representative of the Administering Authority informed the Council that there was a surplus for the year 1951 of £48,000.

The Administering Authority stated in the report that the Territory continued to receive grants from the Administering Authority, implementing its policy of using all profits from the New Zealand Reparation Estates for the benefit of the people of Western Samoa.

The accumulated surplus of public funds increased from over £300,000 in 1946 to £733,624 at the end of 1950, most of it being held in investments in New Zealand. As a matter of policy, the Administration had decided to hold £500,000 in general reserve and to regard the balance over that figure as being expendable upon development projects.

The principal fields of expenditure from the Territorial budget and the amounts spent in the period under review were: public works £160,628; public health £93,667; and education £74,197.

The most important source of public revenue in the Territory consists of duties on imports and exports. Import duties yielded in 1950 a total of £196,681 and export duties £94,683. Export duty on cocoa has since been raised from 3 to 10 per cent to bring it into line with the charge on copra and other exports. The principal direct tax is a tax on the gross selling price of goods, which produced £65,789 during the year. A salary tax applying to incomes in excess of £200 yielded £4,960. Other direct taxes are licences and fees, building tax, water rates, amusement tax and stamp duties.

The 1950 Visiting Mission concluded that if the ultimate needs of the health and educational services were to be met, a marked increase in the revenues of the Territory would be needed and some form of direct taxation on the Samoans living in the villages for the support of village schools and other services might become necessary. It was informed that no policy of change in the tax structure had been formulated.

At its seventh and eighth sessions, the Trusteeship Council had noted that a study on the question of taxation was being made by the Administering Authority and had asked to be informed of any reforms in taxation which might result from it.

At the tenth session, the special representative of the Administering Authority informed the Council that the Finance Committee of the Legislative Assembly supported in principle recommendations made by the Chief Inspector of the New Zealand Land and Income Tax Department that salary tax and store tax, which is a tax on the gross sale price of goods, should be replaced by an income tax. Further information on a number of points of detail was now awaited before the task of drafting legislation to bring about the desired revision of the taxation laws of the Territory was begun.

At its tenth session, the Council adopted the following recommendation:

The Council, considering that taxation policy should be based on wide considerations of national income, future economic possibilities and population trends, and noting that the Samoan Government is inquiring into the question of taxation, expresses the hope that proposals for revising the tax structure will not be unduly delayed.

Public works

In the report examined by the Council at its tenth session, the Administering Authority noted that the new hydroelectric power scheme came into full operation in December 1950; that the road-construction programme was being continued; that work was begun on harbour facilities at Apia and plans prepared for the remaining harbour development; and that a considerable amount of attention was being given to the development of water supplies.

At the same session, the special representative of the Administering Authority informed the Council that, in order to supplement the present power supply, an additional unit had been ordered and was expected to be in operation by May 1953. Also recommendations had been made by the Director of Public Works for the construction of another hydroelectric plant. Completed road construction of all types now totalled 245 miles, and work had been started on two bridges. New water supply systems had been installed for two villages, and extended in two other villages. In addition to these, pipes had been ordered for ten additional projects.

At its tenth session, the Council adopted the following recommendation:

The Council takes note of the progress made in the use of water resources for hydroelectric development and hopes that similar progress will be made in the provision of piped water supplies to rural villages.

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

General economy

The representative of the United States of America expressed the hope that information on projects involving technical assistance from the United Nations or the specialized agencies would be fully reported to the Council.

The representative of Iraq considered that the Council might recommend to the Administering Authority the expedition of the land survey. He commended the Administering Authority for the increase in crop production and for its programme of combating plant pests, and considered that the Council should ask the Administering Authority to continue most zealously with the latter programme.

The representative of the Union of Soviet Socialist Republics pointed out that, in the economic field, the most characteristic feature had been the predominance of the subsistence economy. The Administering Authority had not taken any effective steps to bring about an active participation by the indigenous inhabitants in the economic life of the Territory, with the result that the main body of the indigenous inhabitants remained in their semi-primitive state.

Export production and trade

The representative of Belgium emphasized the need of closely supervising the price structure of the copra industry and, perhaps, ultimately revising contracts or agreements by common agreement if they deviated too much from the world market price.

Internal trade and commerce

The representative of China requested that the Administering Authority furnish in future reports particulars regarding the amount of outside capital invested in the Territory.

Preferential treatment

The representative of Belgium drew the attention of the Administering Authority to the preferential tariff and noted that the Administering Authority had Charter obligations, *vis-à-vis* the United Nations, to ensure commercial equality in the Territory to all States Members of the United Nations.

The representative of New Zealand stated that the maintenance of the preference was not in any way either a breach of the Charter or of the Trusteeship Agreement because it was expressly preserved in those two documents.

Land and population pressure

The representative of the Union of Soviet Socialist Republics noted that up to the present time the Administering Authority had not returned to the indigenous inhabitants the best lands which had been wrested from them by the German colonizers and which were still in the hands of the New Zealand Government under the title "New Zealand Reparation Estates". The indigenous inhabitants of Western Samoa had been completely excluded from participation in the administration of these Estates. Deprived of their best lands, the indigenous inhabitants were forced to eke out a miserable existence on lands of which two-thirds were unfit for cultivation.

The Soviet delegation considered that the Trusteeship Council should recommend to the Administering Authority that it return to the indigenous inhabitants of the Trust Territory all the lands taken from them by whatever means and that it should not allow any further alienation of land belonging to the indigenous inhabitants.

The special representative of the Administering Authority stated that a transfer of 41,615 acres of New Zealand Reparation Estates land from the New Zealand Government had just been completed and that there was a long-term plan in existence which would in addition have the effect of gradually transferring backland in the Apia area to allow for the orderly expansion of the town. He added that in the meantime, the Administering Authority, which had what the 1947 Mission called an unassailable title to the Reparation Estates land, had reiterated its intention to devote the entire profits of such Estates to the further capital development of the Territory.

4. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Policy

The Administering Authority stated that its objectives in regard to social advancement lie at present mainly in the fields of public health, nutrition, and improved infant care, and that increases in trained staff, investigations of dietary conditions, continued

encouragement of the womens' village committees, and improved educational facilities are the major methods by which these ends are being pursued.

The Administering Authority feels that it is unwise and not in the best interest of the Territory to build up a huge social services machine, the cost of which would be beyond the economy of the Territory when it achieves self-government, and states that the Samoans themselves are alive to the dangers of this course and have consistently been against subsidies from New Zealand for other than capital development.

At its tenth session, the Council adopted the following conclusion:

The Council, while noting that it is prudent of the Samoan people to wish to maintain governmental expenditure on social services at a level which they can afford at all times, nevertheless considers it desirable that they be encouraged to avoid a static conception of government expenditure and to ensure that the continuing prosperity of the Territory is reflected in governmental expenditure on social services.

Social conditions

The Administering Authority has repeatedly emphasized the great importance of tradition in Samoan society and the fact that although it has adapted itself to modern conditions, codes of values passed on from earlier generations remain unchanged in their essential principles.

The basis of Samoan society is the cohesion of the family unit, which is not merely a biological group, as Europeans understand the term, but a wider family group of blood, marriage, and even adopted connexions who all acknowledge one person as the *matai* or head of that particular family. Such a *matai* is a titled person, either a chief or an orator, whose particular duty is the leadership and care of the family under his control, and he in turn is entitled to the services and co-operation of all members of his family in return for his leadership. The Visiting Mission noted that although all members of the family are to some extent under the control of the *matai*, he has to pay due regard to their wishes. He holds in his name the title to family land, and he is the only one qualified to vote in the selection of village officials. His successor is chosen by all adult members of the family and is not necessarily hereditary.

Besides the Samoans, the other large population group is the community of European status consisting of 327 Europeans and 5,866 part-Samoans. A large proportion of the latter belong to families which were founded by European ancestors three or four generations back. Most live in the Apia area where they have leading roles as traders, craftsmen and artisans. Many also have plantations or small holdings, but in comparison with Samoans they are at a disadvantage since they do not have access to Native land except through a wife or other relative or Samoan status.

Standard of living

No family living studies have as yet been undertaken in the Territory. The Administering Authority stated that in the absence of a full-scale money economy

in the Territory, it is difficult to see what purpose could be served by the compilation of cost-of-living indices; it is concerned to see that the cost of those items which Samoans purchase is not subject to violent fluctuations, and for this reason a system of price control has been in operation since 1940.

At its fourth session, the Trusteeship Council had requested the Administering Authority to consider the possibility of making sample studies of the standard of living of the inhabitants; at its seventh session, the Council had requested the Administering Authority to prepare as soon as possible a study concerning the standard of living. At its eighth session, on being informed that a recent FAO world agricultural census might yield some information on the matter, the Council had requested the Administering Authority to include such information in its next annual report, and to undertake such other studies as might be necessary to enable the Council to appraise the living standards of the inhabitants.

The report examined by the Council at its tenth session mentioned that the agricultural census referred to above was being tabulated and that it should help to determine in a satisfactory manner the living standards of the people. The Administering Authority stated also that the Public Service Commissioner was carrying out a study of the cost of living in the Territory; the results, while intended primarily to guide him in assessing salaries and allowances in the public service, would be of value in assessing movements in living costs generally.

At its tenth session, the Council adopted the following recommendation:

The Council, noting that the agricultural census and the investigations into the cost of living being carried out by the Public Service Commissioner are expected to provide additional information on the question of standards of living, requests that a report on the results of these inquiries be included in the next annual report.

Status of women

There is no distinction in law between the rights of women and men, and the Administering Authority stated that both have the same legal rights to participate in the political life of the Territory. It noted, however, that although it is possible for women to become members of the Legislative Assembly, Samoan custom is a practical obstacle to the exercise of such rights. Women may enter the Public Service as suitable vacancies occur, and women's village committees are reported to be performing excellent work in child welfare and village health fields, as well as providing some measure of village government experience for their members.

At its seventh session, the Trusteeship Council had commended the Administering Authority on its efforts towards the elimination of differentiation between the rights of men and women, and had recommended that it should continue to take all measures to ensure that the women of Samoa had ample opportunities to participate in the political life of the Territory.

In its subsequent annual report, examined by the Council at its tenth session, the Administering Author-

ity agreed that the existing influence of women in the social aspects of village life through their committees should be actively supported and extended, but it added that the Council should recognize that measures taken to give this support must have the backing of Samoan opinion, which has shown a marked reluctance to abandon the traditional standpoint.

The special representative of the Administering Authority also emphasized that women in Western Samoa were far from being an under-privileged section of the community.

Human rights and fundamental freedoms

(a) DISCRIMINATORY LAWS

The Administering Authority stated that all elements of the population are secure in the enjoyment of human rights and fundamental freedoms without discrimination as to race, sex, language, or religion as envisaged in Article 76 c of the United Nations Charter.

At its fourth session, the General Assembly had recommended the abolition of any existing discriminatory laws and practices contrary to the principles of the Charter and the Trusteeship Agreement.

The Administering Authority subsequently informed the Council, in connexion with this recommendation, that few instances of discrimination existed in the Territory, and these resulted from the difference in status between Samoans and Europeans. It felt that these instances would require some time to be finally removed, and would apparently have to await the solution of other problems.

(b) RIGHTS OF CHINESE IMMIGRANTS

The population of the Territory includes 171 Chinese, the remnants of an imported labour force brought there under the German régime. The High Commissioner has informed the Legislative Assembly that under present legislation they appear to have legally the position of free citizens.

At its eighth session, in resolution 312 (VIII) concerning a petition submitted by the Chinese Association in Samoa, the Council had requested that applications by Chinese to return to Samoa be brought expeditiously before the Samoan Council of State; it had also requested additional information on the number, status and conditions of children of Chinese parentage, as well as on Chinese immigration and the position of Chinese inhabitants, in the Territory.

In the report examined by the Council at its tenth session, the Administering Authority stated that the Samoan Government had taken note of the Council's request regarding applications for the return of Chinese to Samoa. It added that it had not been possible to include in the annual report under review the additional information requested on the Chinese community in the Territory, but anticipated that statistics would be available for inclusion in subsequent reports.

Labour

The Territory has no organized labour department; the Crown Solicitor acts also as Commissioner of Labour. The Administering Authority has taken the

view that, since it lacks administrative facilities which would ensure that labour laws were kept, the Territory is not in a position to embark on any ambitious programme of labour legislation, and also that the maintenance of a special administration and the enactment of precise labour legislation is unnecessary due to the small proportion of the population depending on wages. It has explained that a large part of the work done for direct monetary payment is performed by family groups under the authority of their *matai*, that the members of such groups do not work for an outside employer for more than a short period of time, and that their ability to do without such employment provides an assurance that they will not be exploited when they undertake it. The 1945 census showed that only 3 per cent of the Samoan people were working regularly for wages.

The Administering Authority considers, however, that as the economy becomes more advanced, there will be increasing need for closer attention to the supervision of the labour force that exists. Wage rates and hours of casual labour have been investigated by a Commission set up for the purpose, and adjustments have been made.

On 30 October 1950, the working week for casual labour in the Public Service was reduced from 44 to 42½ hours per week, and the Administering Authority states that it is proposed to reduce this to 40 hours in 1951 and to increase the minimum rate of pay from 10d. to 1s. per hour.

At its seventh session, the Trusteeship Council had recommended that the Administering Authority should as soon as possible introduce elementary social legislation, including labour legislation.

In the report examined by the Council at its tenth session, the Administering Authority maintained the opinion, stated above, that the enactment of precise labour legislation was unnecessary under existing circumstances. It stated that an investigation was made into labour conditions in 1950 and that as a result of this a comprehensive system of workers' compensation should be established at an early date.

At the same session, the special representative of the Administering Authority informed the Council that a draft ordinance relating to workers' compensation was under consideration by the Government of New Zealand.

Public health

Western Samoa is free from many of the diseases which present the most serious health problems in other tropical areas. The climate is healthy even for Europeans unaccustomed to the heat and humidity, and the general level of nutrition is more satisfactory, in the judgment of the Administering Authority, than in a great many tropical regions. The most prevalent diseases are hookworm, yaws, filaria and diseases which result from faulty sanitation such as typhoid, dysentery, and infantile diarrhoea. Tuberculosis is also a major problem and chest diseases such as pneumonia are common. The Administering Authority states that the death and infant mortality rates, high by "western"

standards, compare favourably with those of most other parts of the Pacific.

A hospital at Apia, the capital, is the central unit in the Territory's medical services. It has the main diagnostic services and the most extensive facilities for surgery. All European medical officers are attached to it and all the Samoan staff except medical practitioners are trained there. The work of rebuilding the hospital has been proceeding according to schedule and in 1950 a thirty-bed women's ward was opened and a sixty-bed tuberculosis ward was nearing completion.

Thirteen "district dispensary hospitals", defined as containing one twelve-bed ward and out-patient facilities, have been in existence for some time. Expansion of the service calls for a main district hospital (two twelve-bed wards) in each of five medical districts, with the smaller dispensary hospitals as subsidiaries. The district hospitals are being built upon existing dispensary hospitals, and their construction is proceeding on the basis of an equal share by the Government and the districts in the cost. Mobile clinics, consisting of one or two Samoan medical practitioners, a Samoan dental practitioner, a Samoan staff nurse and a driver, and frequently accompanied by a sanitary team, visit the more readily accessible villages. Two mobile clinics are in operation and a third is being established. Most of the health services are provided free of charge, except for the cost of board at the Apia Hospital and a small charge for medicines; in any case, according to the Administering Authority, no medicine or treatment of any kind is ever refused because of inability to pay.

The Administering Authority reported to the Council, at its tenth session, that for the nine-months' period under review the 4,261 in-patients and 149,323 out-patients treated at hospitals and dispensaries gave a grand total exceeding that for the previous full year. Since that was mainly due to out-patient visits to hospitals and district dispensaries, it was felt that the increase helped to illustrate the growing confidence in modern medicine and the desire to benefit from it.

The total medical staff had increased from 121 to 134 by the end of 1950. Three Samoan medical practitioners finished their training at the Central Medical School in Fiji and four more entered training. Three students were being trained as fully qualified nurses, and suitable scholarship pupils in New Zealand were being encouraged to study for New Zealand qualifications as medical and dental officers.

At its seventh session, the Trusteeship Council, while commending the Administering Authority for the progress made in public health, had urged intensification of measures to control tuberculosis and also to recruit medical personnel. At its eighth session, the Council had commended the Administering Authority for the progress made in the preventive and curative medical and health services, in particular a decrease of 50 per cent in the number of cases of tuberculosis reported. Noting the increase in the number of Samoan students at the Central Medical School in Fiji, it had urged the Administering Authority to extend its efforts to improve the medical and health services by such means as continuing to make full use of the training facilities in Fiji and to collaborate with the South Pacific Medical

Service in its efforts to meet the need for fully qualified practitioners.

In the report examined at the tenth session, the Administering Authority stated it was keenly aware of the necessity for intensified measures to combat tuberculosis and that building operations had been completed on a tuberculosis sanatorium which had been presented to the Territory. Further, a research team from the South Pacific Commission had visited the Territory and studied the methods of treatment and problems connected with the incidence of the disease. A medical research team had also been sent to the Territory to study yaws and hookworm. The South Pacific Health Service, with which the Administering Authority was associated, now maintained a pool from which medical officers for the Territory were supplied.

During 1951, an amendment was made to the Samoa Act providing that a person, although not registered in New Zealand or the United Kingdom as a medical practitioner, might be appointed a medical officer if the Medical Council of New Zealand certified that he had attained a standard of practice equivalent to that required for registration in New Zealand.

At its tenth session, the Council adopted the following recommendation:

The Council expresses its gratification at the increase in the number of the total medical staff and at the passage of legislation concerning the appointment of medical officers which has enabled the Territory to recruit additional medical officers. The Council also notes the progress made in the provision of facilities for the treatment of tuberculosis and expresses the opinion that serious consideration should be given by the Administering Authority to the institution of an educational campaign to impress the Samoan people with the seriousness of the disease.

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

Policy

The representative of the United States of America considered it desirable that the Samoans should be encouraged to take advantage of the Territory's present prosperity to undertake carefully planned expansion of government services to meet the changing needs of their rapidly growing population.

Social conditions

The representative of the United Kingdom, noting the great value of the traditional family organization, stated that the Administering Authority, while guarding against any features which might militate against an appreciation of an advance toward fully democratic methods of life, would be well advised to build on this basis and not to weaken or destroy its efficacy.

Standard of living

The representative of the United States of America, noting the existence of inflationary tendencies in the Territory, expressed the hope that steps would be taken, necessary, to enable salaried persons and wage earners to maintain their relative standard of living and to provide them with reasonable opportunities for improving it.

The representative of the Union of Soviet Socialist Republics noted the difficult living conditions of the indigenous inhabitants of the Trust Territory. Workers hired from among the indigenous inhabitants had been receiving a beggarly wage. The Visiting Mission of the United Nations had reported that the wage paid to the plantation worker equalled only 3s. per day, which would buy but four pounds of potatoes. These hard conditions of life of the indigenous inhabitants had led to the increase in crime reported on page 16 of the report of the Administering Authority.

Status of women

The representative of the Dominican Republic suggested that the Administering Authority should prepare an integrated plan to enable Samoan women to enjoy participation in the social and educational life of Samoa.

The representative of the Union of Soviet Socialist Republics pointed out that the entire female population of Western Samoa had been deprived of any political rights.

The special representative of the Administering Authority emphasized that women in Western Samoa were, in the words of the report, far from being an under-privileged section of the community.

Human rights and fundamental freedoms

With regard to the return of the Chinese residents to Samoa, the representatives of China called the attention of the special representative to the observation made by the Administering Authority to the Visiting Mission, later confirmed in the Council, that "the Samoans, although opposed to further immigration from any quarter, might be persuaded to agree to the return of a few Chinese". He noted that it would appear that the prospects for the return of these Chinese was not so very bright, which was contrary at least to the observation made by the Administering Authority on two occasions.

Labour

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was carrying out a policy which was directed towards keeping the area as a source of cheap agricultural materials for the United Kingdom, which bought these goods at a low monopoly-fixed price.

The special representative of the Administering Authority stated that it was not correct to say that there had been no increases in wages from 1947 until January of the present year. There had been increases on 1 April 1950 and 1 January 1951.

Public health

The representative of China expressed his satisfaction with the continuing attention given to public health, particularly to the improvements in the staffing of the health service and the progress in hospital development; he considered that the Administering Authority could not slacken its efforts in regard to these matters.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority

was not carrying out the recommendations of the Trusteeship Council which, during its fourth session, had proposed that more intensive efforts should be exerted to improve medical services as well as social welfare services. He stated that the medical personnel and the number of dispensaries and hospitals were insufficient and that, notwithstanding these shortcomings, the Administering Authority did nothing to provide facilities for the training of qualified medical personnel. The unsatisfactory state of the health services and the difficult conditions of life were demonstrated in the rise of the mortality rate, especially the infant mortality rate. The Trusteeship Council should recommend to the Administering Authority that it increase the appropriations for public health.

5. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Policy and general

The Administering Authority stated that progress toward its long-term objective of preparing the Samoans for full participation in the public life of their country would depend upon the attainment of the immediate goals of raising standards of education at all levels, and by developing the school system until free and compulsory education is established for all children.

Education is in the hands of the Government and the five religious missions which are active in the Territory. Many children attend both mission and government schools.

The government education system comprised 114 schools, 399 teachers and 13,899 students in the period under review. Most of the enrolment, 12,637, consisted of pupils attending the 105 village primary schools. There were forty post-primary pupils, 119 in training as teachers and forty-three attending the adult evening school. The remaining 1,060 pupils, including 620 at European primary schools, were attending more advanced types of primary schools than those of village primary level. An increase in the teaching staff of government primary schools from 358 to 399 in the period under review included an increase from 304 to 340 in the number of Samoan teachers during the same period.

The Administering Authority informed the Council, in the report examined at the tenth session, that even such measures as its efforts to increase the annual intake of student teachers and to double the number of graduates in coming years would be unable to meet the educational requirements of the growing population, and that such problems were being aggravated by financial difficulties and an ever-increasing child population in a Territory of which the national income was not increasing in proportion to the population growth.

The Administering Authority reported that the plan of educational development had continued to move steadily forward with growing enthusiasm for education on the part of the pupils, teachers and Samoans in general, and that community leaders had done commendable work in supporting the school building programme. Sixteen village schools had been constructed or were

nearing completion and money for building materials for several others had been deposited with the Education Department. An active programme conducted by the Government had included extensions to the Teachers' Training College; further progress on the rebuilding of the Vaipouli School, which included the installation of an electric light plant; the near-completion of a modern concrete block of classrooms for Avele School; the construction of a sanitary block at the intermediate school; the construction of a broadcasting studio and library at Malifa; and preliminary work on the proposed Samoa college near Apia. Funds had been made available for this latter school and construction was proceeding on a 130-acre site.

Over £74,000 was expended on education in the Territory in the period under review. Of this sum, slightly more than £20,000 was spent on capital development and £45,000 on salaries.

At its eighth session, the Council had commended the Administering Authority for the progress made in the field of education (in particular the development, of the Samoa college project and the opening of the new accelerate school), but had drawn attention of the fact that the increasing population of the Territory would require further extended efforts in the educational field.

In the report examined at the tenth session, the Administering Authority discussed this problem (see above) and drew attention to the various steps taken to increase the facilities of the Education Department.

At the tenth session, the representative of UNESCO informed the Council that a regional conference covering South East Asia and the Pacific area and dealing with the problems of the extension of free compulsory education would be held in December 1952.

At its tenth session, the Council adopted the following recommendation:

The Council invites the Administering Authority to give consideration to a long-term educational programme which will take into account the level of recurrent costs which can be borne by the Territory in relation to the growth of the school population and the prospective general revenue of the Territory. The Council also suggests that the Administering Authority consider the introduction of a more closely integrated school system, and requests the Administering Authority to report to the Council on these matters.

Mission education

A total of 23,331 were enrolled in mission schools in 1950, including 14,937 listed as not also attending government schools. Mission schools are mostly of the elementary type run by pastors or catechists (345), the others being theological colleges (five), primary schools (forty) and secondary schools (four). They had 1,002 teachers, of whom eighty-six were European teachers, 369 Samoan pastor teachers, and 557 Samoan lay teachers.

The Administering Authority stated that at the village school level government and missions are progressing towards a unified system and a common syllabus. A small number of missionary village schools are under the direct control of the Education Department and their staffs drew government salaries.

At its seventh session, the Trusteeship Council had recommended that steps should be taken to bring about closer co-ordination between government and mission schools with regard to organization, staffing and curricula, and at its eighth session it had requested information concerning further steps taken in this direction.

In the report examined at the tenth session, the Administering Authority stated that until the Government of Samoa was itself able to provide a system of universal education it would enlist only the co-operation of missions in regard to questions of organization, staffing and curricula. It added that the Government and the five missions acted in close co-operation in the field of education and that the Education Department had assisted mission schools through educational broadcasts, the provision of text-books and refresher courses for teachers.

The Council was also informed by the special representative of the Administering Authority that, towards the end of 1951, a Committee of Mission and Education Department Representatives began the preparation of a syllabus of instruction which would enable pupils of all schools to reach a uniform standard by the time they pass out of form II.

Post-primary and higher education

The Administering Authority stated that the higher classes of the Apia area schools, with the exception of the post-primary school, concentrate largely on vocational training. The curriculum of the post-primary school, based on that of a New Zealand district high school, enables students to take an academic or commercial course to New Zealand School Certificate level. In 1950, it had an enrolment of forty and was staffed by two New Zealand teachers.

Apart from the training of teachers, formal education on a higher level is not provided by the Government within the Territory; but from 1945 to the end of 1950 the New Zealand Government's scholarship scheme, which each year has consisted of approximately ten awards, enabled a total of sixty-nine Samoan and part-Samoan students from both government and mission schools to continue their education in New Zealand. At the end of 1950, five had returned to Western Samoa, one because of ill health and the others to take up clerical positions with the Government; forty-one were still enrolled at preparatory and secondary schools. The remainder had completed their secondary education, and all but two had proceeded to specialized training in the following fields: one as a university medical student; one as a university dental student; one as a pharmacy apprentice; five as apprentices to painting, electrical, radio and engineering trades; five as Teachers' Training College students; five as clerical cadets; and three as nurse trainees. On completing their training, these students will be available for service in the Territory. Five Samoan students with medical scholarships entered the Central Medical School in Fiji during the period under review, making a total of seventeen in training, four of whom were in their final year.

At its eighth session, the Council had requested information on the progress made in the field of professional and technical education designed to enable Samoans to participate to an increasing degree in the

administrative, judicial and technical services of the Territory.

In addition to the facilities for higher education referred to above, the Administering Authority stated in this connexion, in the report examined by the Council at its tenth session, that it was studying recommendations arising from a continuing investigation by the South Pacific Commission of vocational-training facilities available in the South Pacific, the future requirements of individual territories, and the means by which these requirements might be met.

At the same session, the special representative stated that, up to the end of 1951, scholarships under the New Zealand Government scheme (funds for which are provided from the revenues of the New Zealand Reparation Estates) had been awarded to seventy-five students, of whom eight had returned to Samoa and were employed by the Government, while seventeen had completed their school education and were receiving specialized training in New Zealand. The special representative also reported that the main school block of the new Samoa college was nearing completion and that it was expected that one wing would be ready for occupation in the middle of March 1952.

At its tenth session, the Council adopted the following recommendation:

The Council noting the progress made in the construction of the Samoa college is of the opinion that, in its development of a more closely integrated and expanded educational system, the Administering Authority should intensify its efforts to improve the facilities for secondary education and to provide more scholarships for overseas study.

Adult and community education

Evening classes in general and commercial subjects continued to be held at the adult night school which had an enrolment of forty-three men at the end of 1950, indicating a decrease of thirty-three in the nine-month period under review. Seven students from the school were successful in passing the Samoan Public Service examination.

At its seventh session, the Council, in commending the use of radio in community education, had expressed the hope that the Administering Authority would continue to give it the benefit of experience gained in this field. The Administering Authority, in its report examined at the tenth session of the Council, gave an account of activities and innovations in this field.

It had been agreed in principle to increase the staff of the Broadcasting Department to make possible a programme with a greater adult educational content; the proceedings of the Legislative Assembly's sessions were broadcast in Samoan and English, and according to the Administering Authority, broadcasts to schools had continued with conspicuous success.

In November, the first issue of a weekly newspaper, *Samoa Bulletin*, was published. This new publication contains articles in both English and Samoan, some of which have been contributed by Samoans.

At its tenth session, the Council adopted the following recommendation:

The Council, expressing its interest in the expansion of adult and community education but noting the decrease in the number of enrolments in the adult night school, urges the Administering Authority to do everything possible to stimulate interest in the available facilities for adult education.

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

Policy and general

The representative of China stated that, in order to meet the needs of the Territory, the Administering Authority would have to make a redoubled effort in working out and implementing an adequate programme of teacher training.

The representative of the United States of America considered that continuing expansion of the facilities of the Teachers' Training College was called for, and that, so long as the college was unable to fill the needs of the schools for teachers, an expanded programme of overseas scholarships would be required.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had not taken the necessary steps to improve the conditions in the field of education, particularly secondary and higher education. The Administering Authority had not provided the necessary financial means for the expansion of the educational facilities. The Trusteeship Council should recommend to the Administering Authority that it should increase its budgetary appropriations for educational, social and other cultural needs and, specifically, that the Administering Authority should give financial support to the so-called rural schools, which received no assistance from the Administering Authority at the present time and which were in a woeful state.

The special representative of the Administering Authority stated that the problem of financing the education services was not static since statistics showed that the amount spent on education in Western Samoa grew from 10.3 per cent of the budget in 1946-1947 to 16.7 per cent in 1950; in 1951, the sum of £113,000 had been spent, representing 18 per cent of the total budget, and it was expected that the figure for 1952, because of the increases in teachers' salaries, would be even greater than this. The Finance Committee of the Legislative Assembly felt that approximately 20 per cent of the budget could be allotted to the Department of Education. He noted that there were no differences of opinion on general principles in regards to education finance as between the Administering Authority, the Legislative Assembly and the Executive Government of the Territory. All were agreed that education was essential, but also that if there were to be responsible progress toward self-government the educational policy would have to be geared to the economy of the Territory.

Mission education

The representative of Belgium stated that a more intimate co-operation with organizations of goodwill which were ready to devote their resources to public education would be likely to foster the development

of education, without calling for the assignment of large financial resources which the Territory could scarcely afford.

Post-primary and higher education

The representative of Thailand noted that facilities in secondary education were still very limited. He considered that the number of scholarships for students to study in New Zealand could well be increased, and hoped that the Administering Authority would give favourable consideration to this aspect of the question.

The representative of Iraq suggested that the school fee charged students at boarding schools should be abolished.

The representative of China stated that the Council might wish to request the Administering Authority to give the matter of the school fee its renewed consideration.

The special representative of the Administering Authority stated that the policy of the Administering Authority was to provide free education in the Territory. The small fees collected at residential boy's schools were purely nominal in amount and well within the means of any Samoan in the Territory. They were not paid to "Revenue" but formed what were known as "School Trust Funds", which were used for the purchase of sports equipment for the pupils and other incidentals which would otherwise fall on the parents.

Chapter IX

NAURU

1. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

Land and people

The Trust Territory of Nauru is a small isolated island of coral formation situated in latitude 0 degrees, 32 minutes south and longitude 166 degrees, 55 minutes east. It has an area of 5,263 acres and a circumference of about twelve miles and is surrounded by a coral reef.

The climate of the Territory is sub-tropical, despite its close proximity to the equator. The rainfall is uncertain and irregular, and its annual average is about 80.5 inches. There is no natural water catchment and the soil is highly porous.

The phosphate deposits found on a central plateau are the chief natural resource. The land is not suitable for agriculture, except on a minor domestic scale.

The following table gives the population of Nauru by communities:

	Nauruans	Gilbertese	Europeans	Chinese	Total
30 June 1950....	1,582	81	278	1,491	3,432
30 June 1951....	1,618	131	274	1,411	3,434

The Gilbertese are of a similar ethnic origin to the Nauruans. Their presence, as well as that of the other immigrant communities, is mainly in connexion with the phosphate industry.

At its fifth session, the Trusteeship Council had expressed the opinion that, considering the small size of the Territory, the wealth of its natural resources and the small number of its inhabitants, the Administering Authority should be able to develop the Territory at much greater speed than was possible in certain other Territories. It had then recommended that the Administering Authority should undertake the advancement of the inhabitants in all fields at a much greater rate than in the past and that it should ensure precedence for the needs of the inhabitants over those of the phosphate industry. In view of the effects of war on the Territory and on Nauruans, it considered the rehabilitation efforts of the Administering Authority worthy of commendation.

The Council, at its seventh session, had noted that the information submitted by the special representative indicated a sincere attempt by the Administering Authority to implement those recommendations.

As a background for its conclusions on particular matters, the Visiting Mission of the Council, which visited Nauru in May 1950, pointed out that much of the effort of the Administration was still concentrated

on reconstructing facilities destroyed during the war. While the morale of the Nauruan community had been largely restored, Nauruans were concerned at the slow encroachment of the phosphate industry on their small but pleasant island.

At its eighth session, the Council had noted that the conscientious efforts of the Administering Authority had resulted in continued progress during the year under review.

At its tenth session, the Council adopted the following recommendation:

The Trusteeship Council expresses the hope that future reports will give more detailed information with regard to all aspects of the administration of the Territory.

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

The representative of the Dominican Republic commended the Administering Authority for its efforts in all fields of endeavour and considered that the Council should pay attention to the exploitation of phosphate.

The representative of El Salvador commended the endeavours of the Administering Authority during the difficult post-war years.

The representative of France expressed congratulations to the Administering Authority for the progress made in the Territory.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was not fulfilling the basic objectives of the Charter and had not taken the necessary measures to promote the political, economic, social and educational advancement of the indigenous population of the Trust Territory.

2. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

In accordance with the terms of the Trusteeship Agreement, the Territory of Nauru is administered by the Commonwealth of Australia on joint behalf of the Governments of Australia, New Zealand and the United Kingdom of Great Britain and Northern Ireland, an arrangement that existed under the League of Nations Mandate.

On 2 July 1919, the three Governments agreed that the administration of Nauru should be vested in an Administrator appointed by the Government of Australia and that there should be established a board

known as the British Phosphate Commissioners, one Commissioner being appointed by each Government, to manage the phosphate enterprise. A supplementary agreement dated 30 May 1923 made further provision for administration of the island.

Under these agreements, the Administrator possesses full powers of legislation, administration and jurisdiction. However, he is required to conform to such instructions as he may receive from the Government of Australia, and ordinances made by him are subject to disallowance by that Government. On Native affairs, he is advised by the Nauru Local Government Council—a new nine-member body reconstituted from the former twelve-member Council of Chiefs.

The Administrator is assisted by an administrative staff, organized in six departments which, on 30 June 1951, consisted of 302 employees, of whom fourteen were Europeans, thirty Chinese, and 258 Nauruans or Gilbertese.

The Administrator himself constitutes the Court of Appeal and has the power to appoint and remove members of the lower courts, which consist of a Central Court, a District Court and fourteen Native Courts. There are two non-resident European judges and two European magistrates in the Central Court two magistrates (one European and the other the Nauruan Head Chief) in the District Court, and fourteen Chiefs in their respective Native Courts. Two of the magistrates (one in the Central Court and the other in the District Court) are members of the Administration staff, one of whom also acts as a coroner. The Central and District Courts have civil and criminal jurisdiction; while the Native Courts deal with offences committed by Nauruans.

The Visiting Mission expressed the opinion that the British Phosphate Commissioners occupied so commanding a position in the economy of the island that their administrative independence was virtually complete, and that the position of the Administrator in his relations with them appeared to be a difficult one.

At the eighth session, the Trusteeship Council had been informed by the special representative of the Administering Authority that the British Phosphate Commissioners functioned in an administrative capacity only within the compass of their industrial activity and organization, and in the role of employers of labour. Though the advice of the Commissioners, just as that of the Council of Chiefs, was sought on any administrative or policy matter, the Administration exercised complete administrative and legislative functions for the Territory.

The Council, at the same session, had requested the Administering Authority to ensure that the dominant economic position of the phosphate industry should not adversely affect the interests of the indigenous population in general.

In commenting on this recommendation in the report under review, at the tenth session, the Administering Authority stated that the Nauruan population benefited from the industry by the receipt therefrom of royalty payments on phosphate exported and by employment in the industry.

Indigenous participation

The existence of the Council of Chiefs (now the Nauru Local Government Council), the functions of the chiefs (now councillors) in the traditional districts, the appointment of the Head Chief as Native Affairs Officer and as a magistrate in the District Court, and the employment of 250 Nauruans in the Administration represent the extent of indigenous participation in the government of the Territory.

At its fifth session, the Trusteeship Council had recommended that the Administering Authority should take steps to afford the inhabitants a larger degree of self-government through participation in the legislative, executive and judicial processes and organs of the Territory and that it should provide wider facilities for the training of Nauruans in administrative positions as well as opportunities for experience in public office.

The Council, at its seventh session, had been informed by the Administering Authority that the plan for reconstituting the Council of Chiefs had been agreed upon and that the new body would be elected every four years and would have administrative and financial powers. The Council, in commending this plan, had invited the Administering Authority to transform that body into a real organ of self-government and to give it not only advisory powers but also legislative power.

The Visiting Mission felt that increased responsibility should be placed upon the Council of Chiefs and that consideration might be given to granting the new body legislative power, subject to suitable safeguards, in purely Nauruan matters, in particular, power to vote appropriations from the budget and from the Nauru Royalty Trust Fund.

At its eighth session, the special representative had informed the Council that the Council of Chiefs had agreed that the new body should at the present stage remain advisory on legislative matters. It would, however, take an executive and controlling position with respect to the peace and order of the Nauruan people and to the Nauru Royalty Trust Fund.

At the same session, the Council had welcomed the proposed reconstitution of the Council of Chiefs as a first step towards the acquisition of actual legislative power, and had recommended that the Administration consider, in consultation with the Nauruan people, the progressive increasing of the powers and responsibilities of the new body. The Council had also recommended the establishment of a more fully organized programme of training Nauruans for higher administrative positions in order further to fulfil the previous recommendations of the Council on this question.

In the report under review at the tenth session of the Council, the Administering Authority stated that discussions between the Administrator and the Council of Chiefs with a view to reconstituting that body had been concluded, and that the Nauru Local Government Council Ordinance 1951 had been enacted by the Administrator on 20 August 1951. The special representative informed the Council at the same session that the first election had been held on 15 December 1951.

Under this ordinance the Nauru Local Government Council consists of nine members elected by adult

suffrage and secret ballot from district constituencies for a term of not more than four years. The Head Chief is elected by the councillors from among the members. The Council may advise the Administrator on any matter affecting Nauruans, including the making of new ordinances, and has the power, subject to the approval of the Administrator, to make rules not inconsistent with the legislation of the Territory for regulating the conduct of its business and for the peace, order and welfare of the Nauruans. It may also finance and engage in any business or enterprise and provide or co-operate with the Administrator in providing any public or social service. The Council may, with the approval in writing of the Administrator, charge fees or make other charges for services rendered by it or by persons employed by it. A Nauru Local Government Council Fund is established, and the Council draws up estimates for the approval of the Administrator. Expenditures from the Fund, where not otherwise covered by money received by the Council, are to be met by transfers from the Nauru Royalty Trust Fund.

In reply to the Trusteeship Council's recommendation on training Nauruans for higher positions, the Administering Authority stated in the same report that, of the 302 persons employed by the Administration on 30 June 1951, 250 were Nauruans. Nauruan students were receiving education outside the Territory, and the courses of such students were selected with a view to their training to take responsible positions on their return to the island.

At its tenth session, the Council adopted the following recommendation:

The Council, in commending the Administering Authority on the reconstitution of the Council of Chiefs, expresses the hope that full information with regard to the operation of this body will be included in the next annual report.

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

General

The representative of the Union of Soviet Socialist Republics stated that the analysis of the report under review, as well as the analysis of the previous reports, showed that the Administering Authority had not taken the necessary steps to promote the political, economic, social and educational advancement of the inhabitants of the Trust Territory.

Indigenous participation

The representative of China commended the Administering Authority for establishing the Nauru Local Government Council and the programme of training Nauruans for higher administrative positions.

The representative of Iraq welcomed the decision to reorganize and extend the powers of the Council of Chiefs.

The representative of the Union of Soviet Socialist Republics stated that there were no legislative, executive or judicial organs in which the indigenous population could participate and that only technical or secondary

posts in the administration of Nauru were filled by Nauruans. He stated that the reconstitution of the Council of Chiefs involved only a change of name, while the body remained merely a consultative organ. He considered that the Trusteeship Council should recommend the Administering Authority to take the necessary legislative and other measures to ensure participation of the indigenous inhabitants in the legislative, executive and judicial organs of the Territory.

The representative of Australia pointed out that there had been a growing number of Nauruans in the Administration, and that a system of elections for a local government council had been introduced.

3. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

The economy of the Territory of Nauru is almost entirely dependent on the phosphate industry which, directly or indirectly, provides remunerative employment for the indigenous population and for a large immigrant community. The Administering Authority estimates that the phosphate deposits will be exhausted in some seventy years.

There are virtually no other natural resources. Production of copra was revived in early 1950 after a lapse of many years; 7.3 tons had been exported by 30 June 1951. Small plots are cultivated in the Buada district and in parts of the coastal districts for raising crops of vegetables and fruit, which are consumed by the individual growers. A number of Nauruans catch fish for local sale.

The Nauru Co-operative Society, operated by Nauruans under the direction of the Council of Chiefs, engages in general trading and conducts a piggery, poultry farm, bakery, etc.

At its fifth session, the Council had been informed by the Administering Authority that the Administration was alive to the possibility that the island might not provide a satisfactory home for the indigenous inhabitants after the exhaustion of the phosphate deposits, and that it might be necessary to give them an opportunity to transfer to some other island. Expressing concern at this prospect, the Council had recommended that the Administering Authority should formulate plans for a sound future economic foundation, and that it should prepare the indigenous inhabitants for participating in all government activities affecting the phosphate industry. The General Assembly, at its fourth session, had expressed its full support of such recommendations in resolution 322 (IV).

In its reply, the Administering Authority stated that, although the problem was a long-range one, it had been deemed wise to bear it in mind in planning for the future development of Nauruans. It further stated that all government activities had an indirect effect on the phosphate industry and referred to its efforts to increase the participation of Nauruans in government activities in general.

The Trusteeship Council, at its seventh session, had recommended that the Administering Authority should undertake studies to determine whether the island would remain inhabitable after the exhaustion of phosphate deposits and, in particular, should explore the possibility of expanding the copra industry, of establishing an indigenous commercial fishing industry, and of expanding food production. The Council had also expressed the hope that the Administering Authority would continue to give the Nauru Co-operative Society every facility for development.

The Visiting Mission, while in Nauru, gathered the impression that resettlement of the Nauruans in some other island or territory might offer the only satisfactory long-term solution, unless research revealed some possible alternative source of livelihood.

At the eighth session, the special representative had informed the Council that research was being conducted to determine the possibility of producing kapok and coir fibre and that new types of coconuts and pineapple suckers were under experimental planting. There were, however, serious obstacles to the development of agriculture. The Council had then recommended that the Administering Authority should continue to survey the economic possibilities of the Territory with a view to putting the future of its inhabitants on a more secure basis.

In the report under review at the tenth session of the Council, the Administering Authority stated that the study on the question of the future of indigenous population when the phosphate deposits were exhausted was still being continued.

At its tenth session, the Council adopted the following recommendation:

The Trusteeship Council, concerned over the eventual exhaustion of phosphate deposits, maintains its previous recommendation that the Administering Authority continue to investigate all possible alternative means of livelihood for the inhabitants, so as to secure a sound economic basis for their future.

Phosphate industry

The phosphate deposits on Nauru came under the control of the Governments of the United Kingdom, Australia and New Zealand in 1920, when they acquired the business of the Pacific Phosphate Co., Ltd. by commercial purchase for the sum of £3,500,000. By agreement between the three Governments, the working of the deposits was entrusted to a Board of three Commissioners, one appointed by each of the partner Governments. The agreement also provides that the deposits shall be worked and sold under the direction, control and management of the Commissioners at an f.o.b. price to be fixed by the Commissioners to cover their costs of operation and amortization of the purchase price.

The staff of the industry in Nauru, on 30 June 1951, comprised 111 Europeans, 1,381 Chinese and 105 Nauruans. The post-war rehabilitation of the industry has been completed, and it is now operating at a rate of about a million tons a year, which is slightly higher than the pre-war rate. The following table shows exports from the Territory over the past few years:

Year ended 30 June	Amount - tons	Value - £ 408
1947.....	96,473	192,946
1948.....	263,507	527,014
1949.....	680,746	1,174,287
1950.....	1,009,266	1,589,594
1951.....	950,744	1,378,579

All these exports were to Australia or New Zealand.

At its fifth session, the Council had requested the Administering Authority to furnish in the next annual report full information on all operations of the British Phosphate Commissioners, including the financial accounts.

At its seventh session, the Council had expressed the view that the restoration to full production of the phosphate industry had been of general benefit to the Territory, but had noted that the Council remained handicapped in its appraisal of economic conditions because of the absence of information which would show, in particular, the separate financial operations of the British Phosphate Commissioners in respect of Nauru, and the actual prices received for phosphate as compared with world market prices.

Endeavouring to learn the costs of phosphates landed in Australia and New Zealand from various sources, the Visiting Mission was told by the general manager of the industry that it was unlikely the Commissioners could supply the information requested.

At its eighth session, the Council had reiterated that it remained handicapped in its appraisal of economic conditions because of the absence of information which would show, in particular, the separate financial operations of the British Phosphate Commissioners in respect of Nauru, and the actual prices received for phosphate as compared with world market prices.

The annual report for 1950-51, like the previous one, contained total export figures for tonnage and value of phosphate, as well as the latest accounts of the British Phosphate Commissioners for Nauru and Ocean Island.

Phosphate royalties

The following are the scales of royalties payable on each ton of phosphate exported during 1949-50 and 1950-51:

Royalties paid to or on account of the	1949-50	1950-51
<i>Administration</i>		
To meet the ordinary expenses of the Administration	6d.	1s.
To repay the rehabilitation advance.....	6d.	9d.
To repay the advance for Nauruan housing	6d.	6d.
	<u>1s.6d.</u>	<u>2s.3d.</u>

Royalties paid to or on account of the		
<i>Nauruans</i>		
To the owner of the land from which the particular ton of phosphate was extracted	6d.	6d.
To the Nauru Royalty Trust Fund to be used exclusively for the benefit of the Nauruans	3d.	3d.
To be invested for the benefit of landowners in the Nauruan Landowners' Royalty Trust Fund	2d.	2d.

408 Figures in this chapter are in Australian currency. £A1.25 = \$US 2.80.

To be invested for the benefit of the Nauruans in the Nauruan Community Long-Term Investment Fund.....

	2d.	5d.
	<u>1s.1d.</u>	<u>1s.4d.</u>
TOTAL ROYALTIES	<u>2s.7d.</u>	<u>3s.7d.</u>

In addition, the British Phosphate Commissioners had been paying each year a sum of £12,000 in commutation of payments due in respect of customs duties and other charges of the Administration. For 1950-51, this amount was increased to £24,000.

The total amount payable from phosphate proceeds in respect of the Administration and of the Nauruans was £194,342 in 1950-51, as compared with £142,364 in 1949-50. Actual royalty payments to Nauruans or to the various trust funds amounted to £55,268 as compared with £44,045 in the preceding year. The balance in the Landowners' Royalty Trust Fund increased by £11,924 to £124,005, and in the more recently established Nauruan Community Long-Term Investment Fund by £18,316 to £32,506. (For further information on the Nauru Royalty Trust Fund, see the section on public finance below.)

The number of Nauruan depositors in the Savings Bank increased during the same period by forty-two and the amount of net deposits by Nauruans by £874, the corresponding figures for the previous year, being ninety-one and £6,949 respectively.

At its fifth session, the Council, noting that the phosphate royalty payments were unequally distributed among Nauruans, had welcomed the assurance of the Administering Authority that efforts were being made with a view to a wider distribution.

At its eighth session, the Council had noted with approval the recent increase in the phosphate royalty for the Nauruan Community Long-Term Investment Fund and had requested the Administering Authority to consider further increasing the royalties for the benefit of the inhabitants. The Council, at the same time, had noted with satisfaction the considerable increase in the savings bank deposits of the Nauruans, reflecting the improved economic condition of the inhabitants resulting from the increases already made in the royalty payments.

In the report under review at the tenth session of the Council, the Administering Authority stated that, when the deposits were purchased from the Pacific Phosphate Co., Ltd., the royalty payable to the Nauruan landowners was one halfpenny per ton. The royalty payable at 30 June 1951 to or on behalf of Nauruans totalled 1s. 4d. per ton. The royalties payable to the Nauruans were reviewed from time to time, and in such review regard was had to the present and future needs of the Nauruan population.

The special representative informed the Trusteeship Council, at its tenth session, that the royalty rate was not determined by the price of the phosphate exported, but by the financial requirements for the present and future needs of the Nauruan population.

Public finance

The following tables show the financial position of the Territory:

	1948-49	1949-50	1950-51	1951-52 (Estimate)
	£	£	£	£
Opening balance.....	4,175	5,706	—3,759	10,769
Plus Revenue.....	34,204	42,103	85,019	95,000
	38,379	47,809	81,260	105,769
Minus Expenditure.....	105,673	68,568	130,491	—161,000
	<u>—67,294</u>	<u>—20,759</u>	<u>—49,231</u>	<u>—55,231</u>
Plus Rehabilitation advance	73,000	17,000	60,000	60,000
CLOSING BALANCE	<u>5,706</u>	<u>—3,759</u>	<u>10,769</u>	<u>4,769</u>

Of the £145,019 received by the Territory in the year under review, £137,138 was paid directly by the British Phosphate Commissioners (£53,138 royalty, £24,000 commuted payment, £60,000 rehabilitation advance).

Expenditure from general funds directly for the benefit of Nauruans amounted to £23,160, as compared with £13,859 in the previous year.

Expenditure for Nauruan education and a number of other social activities is financed from the Nauru Royalty Trust Fund. Expenditure from this fund amounted to £8,048 during the year under review, as compared with £6,365 in the preceding year.

The Trusteeship Council, at its fifth session, had noted that such expenditures were charged against the Trust Fund, and had recommended that such expenditure be paid for out of the budget proper and not from the Trust Fund. It had further recommended that the Administering Authority should study the question of replacing the capitation tax by an income tax.

The Administering Authority stated, in the report under review at the tenth session, that it had been decided during 1950-51 to abolish the capitation tax. At the same session, the special representative informed the Council that an ordinance known as the Capitation Tax Ordinance had been passed after the end of the year to abolish the capitation tax, and that no substitute for that tax was being proposed.

At its tenth session, the Council adopted the following conclusion:

The Trusteeship Council expresses satisfaction with the abolition of the capitation tax.

Land

Of the total area of 5,263 acres, 1,147 acres are coconut, lagoon or non-phosphate land and another 602 acres are unworkable phosphate-bearing land. The remaining 3,514 acres, which are situated in the central plateau, consist of workable phosphate lands, of which 582 acres had been worked or partly worked by 30 June 1951, as compared with 545 acres by 30 June 1950.

Except for small areas owned by the Administration and missions, all land is owned by Nauruans. Under the agreement of 23 May 1947 between the Nauruan landowners, the Administrator and the British Phosphate Commissioners, the Commissioners have the right to lease any phosphate-bearing land on the island and to mine and export the phosphate thereon. For the leased land, the British Phosphate Commissioners pay,

in addition to royalties, a lump sum at the rate of £45 per acre. Non-phosphate land may be leased by the British Phosphate Commissioners, with the approval of the Administrator, at an annual rent of £3 an acre. There are no laws governing the compulsory acquisition of land for public purposes. At 30 June 1951, 186 acres of non-phosphate land and 1,169 acres of phosphate-bearing land were held under lease.

At its eighth session, the Council had considered it advisable that studies of a technical nature should be carried out in order to determine the possibility of making use of worked-out phosphate land, and had stated that it would be pleased to receive from the Administering Authority, in its future annual reports, information on the result of such studies.

In the report under review at the tenth session of the Council, the Administering Authority stated that investigations to date indicated that it would not be practicable generally to make use of worked-out phosphate land.

In connexion with a petition received from the people of the adjacent district of Yarren and Boe complaining against the use and permanent acquisition by the Australian Government of a Japanese-built airstrip located on some of their best land, the Mission considered that urgent measures should be taken to arrive at a settlement by compensation and payment of back rental.⁴⁰⁷

The Administering Authority, in its observations on the petition, stated that the compensation question had been the subject of negotiation between the Council of Chiefs and the Administrator, resulting in the submission by the latter, in December 1950, of proposals for back rental.

At its eighth session, the Council had noted that the Administering Authority was taking steps to arrive at a settlement with the Nauruan Council of Chiefs, and had recommended that the Administration should implement this settlement without delay and report thereon to the Trusteeship Council at its next session.⁴⁰⁸

At the tenth session, the special representative informed the Council that the matter of the airstrip involved the question of extending the strip from 4,000 to 5,000 feet, and that it had been agreed that the Administrator would have full authority on the extent of land required and on the amount of compensation for Nauruan landowners.

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

General

The representative of Iraq expressed the hope that the Administration would continue to study plans for the future of the Territory in anticipation of the envisaged exhaustion of phosphate.

The representative of the Dominican Republic stated that, unless there was a real co-ordination in the economic production and unless the Administering Authority gave proper consideration to the needs of the population, the future of Nauru as an autonomous state would remain but a utopian idea.

The representative of El Salvador commended the Administering Authority's attitude toward the possible exhaustion of phosphate.

The representative of Belgium, while expressing concern about the future exhaustion of the phosphate resources, expressed doubt whether a definite plan could be formulated at present for a period seventy years hence.

The representative of Australia shared the doubt expressed by the Belgian representative, and pointed out that the studies and investigations of the means of diversifying production might reveal other alternatives to emigration and resettlement.

The representative of the Union of Soviet Socialist Republics pointed out that the Administering Authority had not taken the necessary measures for the economic development of the Territory which would serve the interests of the indigenous inhabitants and had, in fact, reduced the island of Nauru to a position of its raw materials appendage.

Phosphate industry

The representative of the Union of Soviet Socialist Republics noted that the economic life of the Trust Territory had been completely subordinated to the monopolistic company of the British Phosphate Commissioners, which followed a policy of rapacious exploitation of the phosphate deposits of the Trust Territory, deriving tremendous profits.

The representative of Australia expressed the opinion that too inquisitorial an attitude might have an adverse effect on industrial concerns necessary to the economic development of the area.

Phosphate royalties

The representative of China commended the Administering Authority on the increase of royalty payments to the Administration and Nauruans.

The representative of the Union of Soviet Socialist Republics noted that the Administering Authority had not undertaken any measures to give the indigenous inhabitants of the Territory security for the future, nor had it taken any necessary steps to ensure proper royalty payments for the worked-out phosphates so as to help the indigenous inhabitants to secure their living in the present and in the future.

The representative of Australia pointed out that the Nauruan landowners profited directly from the phosphate royalties, and that there was, in addition, a trust fund being accumulated to take care of the economic future of the Nauruan people.

Public finance

The representative of the United States of America expressed the hope that future reports would give more detailed information as to the precise use of funds utilized under the various headings given in the statistical appendix.

Land

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had pursued a policy of alienation of land from the indigenous population, and considered that the Trusteeship

⁴⁰⁷ T/Pet.9/7.

⁴⁰⁸ Resolution 325 (VIII).

Council should recommend the Administering Authority to return the land which had been alienated from the indigenous population by any means and that it must not permit in future any alienation of land belonging to the indigenous inhabitants.

4. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General

The Nauruan community, while still in some respects organized along traditional lines, has modified its way of life as a result of the effects of the phosphate industry. A section of the community receives direct royalty payments and there is almost complete employment of able-bodied male Nauruans for money wages, so that most of the former pursuits have fallen into disuse. Nauruans are now mainly dependent on imported foodstuffs, though there is a moderate consumption of locally-produced food such as pork, chicken, coconuts, tropical fruits and vegetables, and fish.

The European community consists of Administration officials and officials and technicians employed by the British Phosphate Commissioners and their families, as well as a few missionaries.

The Gilbertese community consists of unskilled workers employed by the British Phosphate Commissioners and by the Administration.

The Chinese community consists of tradesmen and unskilled workers employed by the British Phosphate Commissioners and, to a small extent, by the Administration. Chinese labourers are not permitted to bring their families with them. They are repatriated when their one-year contracts terminate unless they are re-engaged.

Immigrant communities are not permitted to settle in areas other than those specially prepared for them. There is a statutory provision (Movement of Natives Ordinance), which the Administering Authority states is liberally interpreted, to control the movements of the indigenous inhabitants outside their own districts between 10 p.m. and sunrise and to control the movements of Chinese outside their location at all times. Twenty-six Chinese and six Nauruans were convicted under the Ordinance during the period under review.

At its fifth session, the Trusteeship Council, noting that certain laws and ordinances, including the Chinese and Native Labour Ordinance, contained discriminatory provisions, had requested the Administering Authority to review existing legislation in order to repeal all discriminatory provisions contrary to the Charter and the Trusteeship Agreement.

The Administering Authority, in its report for 1948-49, had informed the Council that such a review was being undertaken. The Council thereupon requested to be informed of the progress of the review, and asked that the regulations relating to the double censorship of films should be included in the review.

The Visiting Mission was of the opinion that the three communities on the island lived in conditions of fairly complete segregation and that there were important differences in the way in which they were

treated by the Administration and the British Phosphate Commissioners. While the Mission was aware that the doctrinaire application at this time of a complete policy of non-segregation and non-discrimination to a small island like Nauru, having a temporary immigrant community of Chinese as large as the indigenous population, might create difficulties, it considered that present restrictions were far too stringent and that the provisions of the Movement of Natives Ordinance should be liberalized.

In comments presented at the eighth session of the Council, the Administering Authority had stated that the restrictions on movements had been imposed in the general interest and welfare of the community. It had reiterated that the provisions of the Ordinance were liberally interpreted by the Administration and that permits to move outside the districts or the location area were issued freely, provided lawful reasons were given.

At its eighth session, the Trusteeship Council, recalling its previous recommendations regarding the Chinese and Native Labour Ordinance and the Movement of Natives Ordinance, had requested the Administering Authority to press on with its review of the situation with a view to modifying the provisions of these Ordinances and to inform the Council of the results of its efforts. In particular, it had recommended the liberalization of the latter ordinance with a view to removing the restrictions on the movement of the Chinese.

In the annual report examined at the tenth session of the Council, the Administering Authority stated that the review of the Ordinances had not been completed.

At the same session, the special representative informed the Council that the Administrator did not consider that it would be practicable at this stage to make any alterations either in the procedure that was being followed in the liberal interpretation of the Movement of Natives Ordinance or in the ordinance itself.

At its tenth session, the Council adopted the following recommendation:

The Trusteeship Council requests the Administering Authority to give further consideration to the modification of the provisions of the Chinese and Native Labour Ordinance and the Movement of Natives Ordinance with a view to removing the restrictions on the movement of the Nauruans as well as the Chinese.

Social conditions of the Chinese workers

The social conditions of the Chinese workers in Nauru were the subject of recommendations adopted by the Council at its fifth and seventh sessions, when it expressed the opinion that the practice of bringing Chinese workers to Nauru without their families could lead to serious consequences, and recommended that the Administering Authority should endeavour to find some humane solution to this problem.

The Chinese community of Nauru, in a petition addressed to the Visiting Missions of 1950, in addition to protesting against the restrictions referred to above, requested urgently that members of the community should be allowed to bring their families to Nauru.

The Visiting Mission pointed out the importance of the Chinese to the economy of the island, and expressed

the opinion that, under certain specified conditions, of which the most important were a longer period of engagement and repatriation of the worker and his family at the termination of his last contract, the request should be granted. In general, the Mission considered the social life of the Chinese community a rather unattractive one, and noted that gambling was rife in the location area. Nevertheless, it was informed that it was usual for some 65 per cent of Chinese whose contracts expired to sign a new contract.

In its report for 1949-50, the Administering Authority stated that the admission of the families of Chinese workers to Nauru had been the subject of close examination but so far no practical solution had been reached. The major difficulty was that extra land would be required for the additional accommodation and the Head Chief, on behalf of the Nauruans, had expressed the view that there should be no further encroachment upon the already limited land available for the Nauruans.

At its eighth session, the Council had recommended that the Administering Authority should endeavour to find a solution for the problem of the families of Chinese workers along the lines suggested by the Visiting Mission.

In addition, the Council had expressed concern at the prevalence of gambling among the Chinese community, and had endorsed the view of the Visiting Mission that gambling should be discouraged in every practical way by the provision of alternative attractions and the establishment of a normal family life.

In commenting upon the latter recommendation in the report examined at the tenth session of the Council, the Administering Authority stated that practical steps had been taken to discourage gambling by the provision of additional amenities for the Chinese community, including an extra free cinema show each week and increased sporting and recreational facilities.

In connexion with the question of the families of Chinese workers, the special representative, at the same session, reiterated the position of the Administering Authority as stated in its report for 1949-50.

At its tenth session, the Council adopted the following recommendation:

The Trusteeship Council requests the Administering Authority to give close attention to the further improvement of the social conditions of the Chinese workers, and particularly to the study of the possibility of enabling Chinese workers to be accompanied by their families.

Labour

The basic labour legislation for the Territory is the Chinese and Native Labour Ordinance referred to above. This Ordinance lays down that every contract for work in Nauru by Chinese, Nauruans and other Pacific Islanders must be made in the presence of and subject to the agreement of the Administrator. Labourers under contract are subject to penal sanctions, twenty Chinese having been convicted under the Ordinance during the period under review. There are no formally constituted organs of employers or employees, though the Visiting Mission reported that the Council of Chiefs acted for Nauruans in the matter of wages and working conditions.

During the period covered by the 1950-51 report, the basic wages for Nauruan employees of the Administration was £100 per annum, representing an increase of £27 over the rate for the preceding year. In addition, an allowance of 7s. 6d. a month is paid in respect of each dependant. No information is contained in the report as to the basic wage of Nauruan labourers employed by the British Phosphate Commissioners but the Visiting Mission was informed that the rate—effective from 1 July 1950—with the same allowance for dependants, would be 10d. per hour. The hours of work are forty-four a week, except for clerical and shift workers of the Administration, who work thirty-six and forty hours respectively. Nauruans in regular employment receive fourteen days' leave a year, plus ten public holidays.

No information is contained in the report under review as to the wages of Chinese employees, but the Visiting Mission was informed that the wages of Chinese labourers were to be increased on 1 July 1950 from £6 10s. to £8 a month and those of Chinese tradesmen and mechanics from £14 to £16 a month. The Chinese are provided with food and quarters free of charge. They work a forty-four hour week and receive six Chinese holidays a year.

Europeans employed on the island are salaried officials or skilled tradesmen. In either case, they receive salaries or wages in excess of those generally paid to Nauruans or Chinese. European employees of the British Phosphate Commissioners operate on a forty-hour week and are granted three months' leave after twenty-one months' service.

At its fifth session, the Council, noting the disparities between wages paid to indigenous, Chinese and European workers, had recommended that the Administering Authority should review the matter to the end that wages might be based on the principle of equal pay for equal work, that workers might participate in the determination of wage matters, and that they might be given a chance to improve their living standards through higher wage levels.

The Administering Authority, in its report for 1948-49, stated that there was no discrimination in employment on the grounds of nationality. Nauruans were employed in all tasks for which they were qualified, and immigrant labour was employed only where indigenous labour was inadequate or insufficiently qualified.

At its seventh session, the Trusteeship Council had recommended that the Administering Authority should take the necessary steps to increase wages and to ensure to Chinese, Gilbertese and Nauruan workers a most favourable system of holidays.

The 1950 Visiting Mission received petitions from Nauruans requesting improvements in wages and working conditions, and complaining of differences in the treatment accorded to European and Nauruan workers. The Mission, while considering that in general the Nauruans were not performing the same kind of work as the Europeans or Chinese, also considered that it would remove a very real feeling of discrimination if the forty-hour week were applied to all communities.

In commenting on this petition, the Administering Authority stated that a forty-four hour week was considered suitable for the phosphate industry in Nauru, but that in order to obtain essential European staff it

had been necessary to engage Europeans on the basis of the forty-hour week in conformity with the conditions of employment in the country of their recruitment.

The petition from the Chinese community referred to above also contained requests for improvement in pay and working conditions. In commenting on this at the eighth session of the Council, the Administering Authority informed the Council of the wage increases referred to above which had taken effect on 1 July 1950.

The Council had thereupon noted with satisfaction the increases in the wages of Nauruan and Chinese workers, but had expressed the hope that the Administering Authority and the British Phosphate Commissioners would continue to give sympathetic attention to the wage scales of Nauruan workers and had urged the Administering Authority and, through it the British Phosphate Commissioners, to keep the matter of wages of Chinese workers under constant review with a view to adjusting wages upwards and fixing them at as high a level as the capacity of the industry permitted.

In the report under examination at the tenth session of the Council, the Administering Authority reiterated that a further increase of £26 per annum had been granted to Nauruan employees with effect from 1 July 1951. Increases had also been granted to employees of the British Phosphate Commissioners from the same date.

Housing

In April 1949, arrangements were made for the construction of 250 European-style houses, at an estimated cost of £200,000, for rental by Nauruans. The rental for these houses was fixed at 5s. a week, which the Administering Authority and the Visiting Mission described as nominal. The Nauruans, however, found difficulty in paying for the necessary furniture, and negotiations with the Council of Chiefs regarding war damage following the Japanese occupation of Nauru resulted in agreement that an amount of £15,000 would be made available by the Administering Authority to establish a furniture fund. The Nauru Co-operative Society established a joinery workshop, and is engaged in the manufacture of furniture for the new houses.

At its eighth session, the Council had expressed satisfaction at the further improvement in the housing project for Nauruans and at the enterprise of the Nauruan Co-operative Society in manufacturing furniture for equipping the houses.

In the annual report examined at the tenth session of the Council, the Administering Authority stated that the original project had been completed and that a commencement had been made with the erection of another 100 dwellings.

At the tenth session, the special representative of the Administering Authority informed the Council that, of the 250 houses completed, 244 were occupied and six unoccupied. The furniture question had been a difficult one, and the Administration was endeavouring to ascertain what steps would be necessary to provide sufficient furniture for all the new houses.

At its tenth session, the Council adopted the following conclusion:

The Trusteeship Council notes with satisfaction the completion of the first housing programme for Nauruans.

Health

The Health Department is responsible for the provision of adequate medical and surgical care and hospitalization for the indigenous population, and the furtherance of the medical welfare of all sections of the community. The British Phosphate Commissioners are responsible for providing medical services for Europeans and Chinese.

Expenditures by the Administration on public health during the year under review amounted to £19,712, as compared with £10,841 in the previous year. The Administration maintains a small general hospital for Nauruans, which treated 521 in-patients and 2,658 out-patients in 1950-51, as compared with 363 in-patients and 3,057 out-patients in the previous year. In addition, there are three out-patient clinics, a leper station and a prophylactic clinic, a tuberculosis station, a quarantine station, a dental clinic and a baby clinic. X-ray and other equipment was installed in 1950-51. The total number of staff employed by the Health Department increased from twenty-five to twenty-seven.

The British Phosphate Commissioners maintain two hospitals, one for Europeans and the other for Chinese, which treated 685 in-patients and 3,940 out-patients.

Of the cases treated in the Administration hospital, the most common diseases were leprosy (seventy-one cases), bronchitis and broncho-pneumonia (seventy-one), influenza (sixty-nine) and tuberculosis (twenty-nine). Of the fifteen deaths in the Administration hospital, tuberculosis accounted for five, and broncho-pneumonia and cardiac failure for three each.

At its eighth session, the Council had commended the Administering Authority on the expansion of the health services and had requested it to expand the training of Nauruans for the medical profession.

At the tenth session of the Council, the representative of Australia stated that Dr. Austin, the Director of the Makogai Leper Settlement in the Fiji Islands, had recently visited Nauru and made a report on the treatment of leprosy in Nauru.

At its tenth session, the Council adopted the following recommendation:

The Trusteeship Council, noting the high rate of leprosy and the recent investigation of the treatment of leprosy, expresses the hope that the information concerning that investigation will be made available to the Council in the next annual report.

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

General situation

The representative of China stated that the discriminations which were practised against the Chinese and indigenous inhabitants under the Chinese and Native Labour Ordinance and the Movement of Natives Ordinance had been already commented upon time and time again. He earnestly requested the Administering

Authority to take serious steps to remedy the situation and to convey to the Council some information which would be more encouraging than that which had hitherto been brought to its attention.

The representative of Iraq expressed concern regarding the existence of a curfew.

The representative of Australia stated that some restrictions in regard to Chinese labourers might be necessary for the protection of the Nauruan way of life.

The representative of the Union of Soviet Socialist Republics pointed out that the Administering Authority was practising an anti-democratic policy in respect of the indigenous inhabitants of the Trust Territory and the Chinese workers, carrying out a policy of racial discrimination and of crude violation of the rights and interests of the indigenous inhabitants. This racial discrimination was illustrated by the fact that the indigenous inhabitants were deprived of freedom of movement, and that the indigenous inhabitants had been receiving lower wages than Europeans for equal work. The Trusteeship Council should recommend that the Administering Authority discontinue the practice of racial discrimination as well as the violation of the rights and interests of the indigenous inhabitants of the Trust Territory.

Social conditions of the Chinese workers

The representative of China expressed the hope that the Administering Authority would remove the aspects of discrimination *vis-à-vis* the Chinese workers in the matters of wages and working hours, and that a humane solution to the long-standing question of families of Chinese workers would soon be found.

The representative of Iraq stated that the problem of reuniting the Chinese workers with their families merited the utmost attention of the Administering Authority and hoped that the Council would adopt a recommendation to that effect.

Labour

The representative of the Union of Soviet Socialist Republics stated that racial discrimination in the Territory was indicated by the fact that the indigenous inhabitants received less pay than Europeans doing the same work. He noted that the indigenous workers were receiving a miserable wage.

5. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

The cost of education for Nauruans is charged against the Nauru Royalty Trust Fund, while that for Europeans is charged against the Administration general funds, to which the salary of the Director of Education and other general expenses are also debited. During the year under review, the expenditure on Nauruan education was £5,936, as compared with the previous year; £4,470. The expenditure on European education and general purposes amounted to £4,119, representing an increase of £1,361.

Education is compulsory for Nauruan children between the ages of 6 and 16. No school fees are required. In the case of pupils selected to undertake further study overseas, the cost is likewise charged against the

Nauru Royalty Trust Fund. The whole educational system is under the direction of a European Director of Schools, assisted by three European teachers (including one recently appointed infant school-teacher) and by twenty-seven Nauruan staff.

There are six government primary schools, a newly-established secondary school, a so-called special school at the leper station, and a primary school for European children. The only private school in the Territory is the Arubo Mission School, conducted by three sisters of the Sacred Heart Mission.

As of 30 June 1951, the number of Nauruan pupils in the government schools was 287 (five in the special school), representing an increase of twenty-two pupils over the previous year. In the private mission school, there were ninety-three Nauruans. The number of European pupils in the European school was forty-five (including one Chinese).

There are eighteen students overseas, of whom three girls and eleven boys are in secondary schools in Australia, representing an increase of eight students during the year. Two students are in their final year at the Central Medical School at Suva, Fiji, and two are attending theological colleges in Australia.

The main emphasis in adult and community education is on visual education by films and film strips. Many Nauruans, however, are stated to attend the evening classes arranged for adults. Two libraries exist in the Territory. Singing festivals and concerts are encouraged.

At its fifth and seventh sessions, the Council had urged the Administering Authority to take appropriate measures to increase the educational facilities in the Territory and to re-establish secondary schools as soon as possible.

The Visiting Mission was informed that the objective of the Administration was to establish a central primary school, together with a domestic science centre for girls and a post-primary school for boys with emphasis on technical subjects. The Mission considered that this programme, supplemented by scholarships to Australia and Fiji, was sufficient, but pointed out that no effective steps were being taken to implement it.

The special representative of the Administering Authority informed the Council that the Director of Education, in developing the plan for ultimate secondary education on the island, had initiated a training course for Nauruan teachers. Classes for adult Nauruans were held bi-weekly, and apprentices had the opportunity to further their general knowledge at weekly classes.

At its eighth session, the Trusteeship Council, while noting an increase in the number of students studying overseas, had recommended that the Administering Authority should complete as a matter of urgency the projected educational facilities in Nauru, which should include secondary education. The Council had also recommended that the Administering Authority should increase specialized training for teachers, and had requested it to give in its next annual report a fuller account of the development of secondary education.

In the report under review at the tenth session, the Administering Authority stated that secondary education had been resumed in Nauru, in temporary accommodation, with an enrolment of thirty pupils.

At the same session, the special representative informed the Council that nine students out of the eighteen were in Australia for training as teachers.

At its tenth session, the Council adopted the following recommendation:

The Trusteeship Council expresses the hope that the Administering Authority will pay increased attention to the question of teacher training, and requests that the next annual report give a full account of secondary education.

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

The representative of China expressed the desirability of fuller information on secondary education and, with the representative of Iraq, hoped that increased

attention would be paid to the question of teacher training.

The representative of the United States of America was gratified that expenditure for education had increased over the preceding year, and hoped that next year's report would give a fuller account of what was being planned and achieved in secondary education.

The representative of the Union of Soviet Socialist Republics pointed out that the Administering Authority did not duly care about the education of the indigenous inhabitants and that, as the Visiting Mission had already noted in its report, the opportunities for education in Nauru were at present fewer than they had been before the war. He noted that the Administering Authority was practising racial discrimination against the indigenous inhabitants in the field of education and that, as shown in the report, the expenditure for one European student had been four times greater than that for one Nauruan student.

Chapter X

NEW GUINEA

I. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

Land and people

The Territory of New Guinea lies close to the equator and consists of approximately 600 islands. The most important areas consist of that part of the island of New Guinea which is bounded on the west and south by Netherlands New Guinea and Papua respectively, and the adjacent islands of New Britain, New Ireland and Bougainville. The greater part of the land area of about 93,000 square miles consists of rugged mountains covered with dense tropical vegetation. Soils generally are suitable for the growth of a great variety of tropical crops. The climate is tropical with important regional variations in rainfall, temperature and humidity.

The population statistics of the Territory for the years 1949-50 and 1950-51 are as follows:

<i>Indigenous population</i>	<i>1949-50</i>	<i>1950-51</i>
Enumerated	770,055	811,714
Estimated	301,050	282,300
TOTAL	1,071,105	1,094,014
<i>Non-indigenous population</i>		
European	6,201	6,429
Non-European	2,479	2,527
TOTAL	8,680	8,956

On the basis of their physical and linguistic characteristics, the indigenous peoples are classified broadly as Papuans, Papuo-Melanesians, Negritos, Micronesians and Polynesians. The number of Papuan languages spoken in the Territory is unknown, but is felt to be greater than the number of Melanesian languages, of which fifty-three are known. Melanesian-pidgin is becoming the *lingua-franca* for the whole Territory.

General considerations

Commending the Administering Authority for its achievements in the Territory so far, especially in the field of rehabilitation, the Council, at its fifth session, had expressed the view that the Administering Authority must nevertheless exert more vigorous efforts if the objective which it had set itself for the inhabitants was to be attained in the near future.

The Territory was described by the Visiting Mission of 1950 as one of vast possibilities but still almost in a virgin state from the point of view of development. Practically all road communications remained to be

built, and the need for capital development was enormous.

At its eighth session, the Council, noting the great difficulties which confront the Administering Authority in the political, economic, social and educational development of the Territory, had commended the Administering Authority for such progress as had been made and had expressed the hope that the Administering Authority would continue and intensify its efforts for the development of the Territory.

Form and content of the report

At its tenth session, the Council adopted the following recommendation:

The Council draws to the attention of the Administering Authority the need for including more complete information in its annual reports. In particular, the Council notes that the information supplied by the Administering Authority on the implementation of previous recommendations of the Council and of the General Assembly has not always been of a sufficiently precise character, and requests the Administering Authority to include in future annual reports more detailed information on the action which it has taken.

Peaceful penetration

The considerable areas of the Territory which lie outside the control of the Administration continued during the period under review to be reduced by the policy known as peaceful penetration.

At 30 June 1951, 65,570 square miles of the Territory were under administrative control as compared with 60,820 square miles at 30 June 1950. Of the remaining uncontrolled areas, 9,252 square miles were under administrative influence, 3,530 square miles were under partial influence and 14,648 square miles had been penetrated by patrols. The Administering Authority expects that the entire Territory will be under full government control by the end of 1954.

At its fifth session, the Council had recommended that the Administering Authority should (a) review the actual application of the policy of peaceful penetration; (b) recruit more mature and more adequately trained patrol officers, and instruct them in the principle and proper practice of the policy; and (c) take all possible steps to establish such conditions in the controlled areas that the inhabitants of the uncontrolled areas may realize the benefits that modern administration may give them.

At the eighth session, the special representative informed the Council that before patrols set out they were given very detailed instructions in regard to the area they were to penetrate and the action they were to take, and they were led by experienced officers.

At the same session, the Council, noting with satisfaction that further sections of the Territory had been brought under the control of the Administration and that the Administering Authority contemplated bringing the whole of the Territory under full administrative control by the end of 1954, had expressed the hope that the Administering Authority would make all possible efforts to complete that task.

In the report under examination by the Council at its tenth session the Administering Authority stated that, during the period under review, patrols were conducted in all districts, and areas classified as uncontrolled were visited with the result that the extent of areas uncontrolled was reduced considerably. Formal action to reduce the proclaimed uncontrolled areas was, however, not completed at the end of the period.

At its tenth session, the Council adopted the following conclusion:

The Council, noting that one of the major tasks confronting the Administering Authority is to bring the whole of the Territory under its control, notes with interest the efforts of the Administering Authority during the year under review towards the completion of that task, and expresses the hope that it will be accomplished by the end of 1954.

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

General considerations

The representative of New Zealand expressed the belief that the Administering Authority was to be commended for the energy and enthusiasm shown during the period under review in the administration of a primitive, vast and intractable Territory.

The representative of France considered that the Administering Authority was developing the Territory on sound lines, but expressed the hope that it might pursue a somewhat bolder policy of associating the indigenous inhabitants in the various aspects of the life of the Territory.

The representative of Thailand considered that the Administering Authority had clearly made progress in the administration of the Territory.

The representative of the United States of America felt sure that the Administering Authority would exert all its efforts to obtain a balance between the interests of the indigenous population and of the immigrant population which would promote the advancement of the indigenous inhabitants and their progressive development towards self-government.

The representative of Iraq stated that the backward state of the Territory did not justify the failure of the Administering Authority to take adequate measures for the advancement of the indigenous population. Recent information and policy statements indicated that the Territory was being developed according to a philosophy of colonialism. He noted with concern that the Administering Authority had repeatedly ignored recommendations of the Council, and considered that the Council should request the Administering Authority to include in its next annual report a complete review of all previous recommendations as well as a

precise explanation of action taken or reasons when action had not been taken.

The representative of the Dominican Republic expressed the satisfaction of his delegation at the way in which the Administering Authority was fulfilling its obligations under the Charter and was bringing about gradual progress in the Territory. He hoped that the next annual report would contain detailed information about long-range development plans.

The representative of the Union of Soviet Socialist Republics stated that it was clear, even from the inadequate information submitted by the Administering Authority, that the latter was not fulfilling its obligations under the Charter and was not taking the necessary steps to implement the basic objectives of the Charter.

The representative of El Salvador expressed general satisfaction with the efforts of the Administering Authority. Although no definite progress had been noted during the year under review, that was due largely to the characteristics of the indigenous inhabitants.

The representative of the Administering Authority stated that despite the primitive nature of the people and the country, the time required for the process of peaceful penetration and the impossibility of rapid progress, very great progress had been achieved over a period of years as a result of hard work. While there was room for criticism, some of the criticisms made had been exaggerated and unhelpful. While the Administering Authority would doubtless in the great majority of cases take action along the lines of the Council's recommendations, it was not an automatic requirement of the Charter that it should do so in all cases.

2. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Administrative union of Papua and New Guinea

The Trust Territory is administered in administrative union with the adjacent territory of Papua under the Papua and New Guinea Act, 1949-1950, which came into operation on 1 July 1949 and was amended in 1950.

The results of the Council's examination of this administrative union are to be found in its Special Report on Administrative Unions affecting Trust Territories.⁴⁰⁹

General administration

Under the Papua and New Guinea Act, the Administrator is charged with the duty of administering the Government of the combined Territory of Papua and New Guinea. The Administrator is advised and assisted by an Executive Council appointed by the Governor-General, which consisted in 1951 of eleven officers of the joint administration. The joint Legislative Council for which provision is made in the Act was formally inaugurated on 26 November 1951. Until its establishment the powers vested in it to make ordinances for the peace, order and good government of the Territory were vested in the Governor-General.

⁴⁰⁹ A/2151, see *Official Records of the General Assembly, Seventh Session, Supplement No. 12.*

Under the Administrator, eleven government departments provide administrative and technical services for the combined territories of Papua and New Guinea. The Trust Territory itself is divided into eight administrative districts, to each of which is posted a district officer (now known as District Commissioner), as well as assistants and patrol officers.

At its fifth session, the Council had noted that the shortage of staff in the Territory was a serious obstacle to its development and had suggested that the Administering Authority should consider whether the conditions of service were sufficiently good to attract the most suitable type of staff in adequate numbers.

At the eighth session, the Council had noted the increase both in the number of administrative officials and in salaries and allowances; it had also noted the observations of the Visiting Mission that the salary, family allowances and housing conditions for officers of the Administration should be improved, and had expressed the hope that the Administering Authority would continue to improve conditions of service for the officers of the Administration and give particular attention to the improvement of their housing.

According to the report examined by the Council at its tenth session, the staffing organization in the Territory of Papua and New Guinea at 30 June 1951 consisted of 1,581 classified positions (Europeans), of which 1,280 were filled, as contrasted with 1,573 positions, of which 1,314 were filled, in the preceding year.⁴¹⁰ Of the classified positions, 413 were common to the Trust Territory and the Territory of Papua, 774 were assigned to the Trust Territory and 394 to the Territory of Papua.

The Administering Authority stated that a new classification had been put into operation during the period under review. A variation in this classification, approved during 1950-51, increased the standard salary ranges of the majority of positions with retrospective effect from 29 December 1949. In addition, eight new positions were created during the year, and the allowances paid in respect of cost-of-living adjustments were increased. The Administering Authority further stated that staff training at the Australian School of Pacific Administration continued through the year on the same basis as outlined in the annual report for 1949-50.

Indigenous participation in administration

The number of indigenous inhabitants of the Territory of New Guinea employed by the Administration in 1950 and 1951 included:

	1950	1951
Police force.	1,544	1,246
General labourers.	7,172	5,757
Agricultural workers.	444	114
Medical and hygiene orderlies.	735	1,145
Clerical and allied positions.	135	397
Artisans, seamen and cooks.	848	859
Teachers and educational assistants	101	137
TOTAL	10,979	9,655

⁴¹⁰ Excluding the Department of Works which is controlled by the Department of Works and Housing of the Commonwealth of Australia. In the former Department there are twenty-six classified positions, but the Department is dormant during this period of Commonwealth control.

In addition, 11,490 indigenous inhabitants have been appointed by the Administration as officials in villages in the capacity of *luluais*, *tultuls*, and medical *tultuls*.

The 1950 Visiting Mission reported that salaries (£3 per annum) were paid only to the paramount chiefs and that the ordinary *luluais* did not receive any salary. It was informed that consideration was being given to the question of paying village officials. At its seventh session, the Council drew attention to the desirability of training indigenous inhabitants in increasing numbers to assume increasingly responsible positions and thus to participate to a greater extent in the administration of the Territory.

At the eighth session, the special representative had informed the Council that the Administration and missions had provided and were still providing opportunities for workers to be trained in technical trades and other forms of skilled work, and had drawn its attention to the facilities for professional and medical training which were described in sections of the annual report dealing with health and education.

At the same session, the Council had recommended that the Administering Authority should take all necessary steps for the training of the indigenous inhabitants of the Territory so as to enable them as soon as possible to fill more responsible posts in the Administration of the Territory.

Commenting on this recommendation in the report examined by the Council at its tenth session, the Administering Authority stated that in various sections of the report information was given as to the steps that were being taken for the training of the indigenous inhabitants in both the general and technical fields (see also below, Section 5: *Educational advancement*).

The table of classified positions in the Public Service of the Territory of Papua and New Guinea given in the report shows all positions as tenable by Europeans.

At its tenth session, the Council adopted the following recommendation:

The Council, recalling its recommendation adopted at the eighth session, notes the measure of progress achieved by the Administering Authority during the year under review with respect to the employment of indigenous inhabitants in certain of the administrative services of the Territory. The Council expresses the hope that the Administering Authority will intensify its efforts to train indigenous inhabitants for more responsible posts in the Administration, and that it will adopt a more vigorous policy of associating the indigenous inhabitants in the various aspects of the life of the Territory.

Legislative Council

The Papua and New Guinea Act, 1949-1950, provides for a Legislative Council for the combined Territories of Papua and New Guinea, consisting of twenty-nine members, three of whom are non-official Native members.

At its fifth session, the Trusteeship Council had recommended that the Administering Authority should (a) study the possibility of increasing the number of indigenous members of the joint legislature; (b) study the possibility of establishing a separate legislature for the Trust Territory; and (c) give increasingly greater

participation in the Legislative Council to the indigenous inhabitants, leading to the eventual establishment of an indigenous majority.

The Administering Authority replied that the composition of the Council would be further examined before the Council was brought into being; that no decision had been reached concerning a separate legislature for the Trust Territory; and that representation of the indigenous inhabitants would be progressively increased as they were brought to a stage where such responsibility could be shouldered.

At its seventh session, the Council had expressed the hope that the Administering Authority, in its examination of the question, would take into account the relevant recommendations of the Council at its fifth session and had requested it to inform the Council of the results of the examination.

At the eighth session, the special representative informed the Council that the establishment of the Legislative Council was still under consideration.

At the same session, the Council had urged the Administering Authority to proceed with the establishment of the Council without further delay, and to take early steps to give greater participation in the Legislative Council to the indigenous inhabitants in accordance with the recommendation of the Trusteeship Council at its fifth session.

At its tenth session, the special representative of the Administering Authority informed the Council that the Legislative Council provided for in the Papua and New Guinea Act, 1949-1950, had been inaugurated in November 1951. The Council consisted of twenty-nine members, namely, the Administrator, sixteen official members and twelve non-official members. Of the latter, three were elected European members and nine nominated, three representing the Christian missions, three the non-indigenous population and three the indigenous inhabitants. Two of the indigenous inhabitants were from the Trust Territory. Out of the total twenty-nine members, ten members were resident in New Guinea. The term of office of the Council was three years.

At its tenth session, the Council adopted the following recommendation:

The Council notes the establishment of the Legislative Council, which includes two indigenous members from the Trust Territory, notes that this represents the first time that indigenous inhabitants have been members of an organ legislating for the Trust Territory, and expresses the hope that the Administering Authority will endeavour to ensure further participation of indigenous representatives in the legislative system of the Territory.

Local administration

Under the District Commissioner appointed to administer each of the nine districts of the Territory, local administration is based on the village, or group of villages, where authority is exercised on behalf of the Government by *luluais* (chiefs) appointed by it.

At its fifth and seventh sessions, the Council had recommended that the Administering Authority should consider steps to provide for a gradual transfer from

the tribal system to modern institutions of self-government.

The Administering Authority stated subsequently that its emphasis on the tribal system was a matter of general policy, that no effort was made to alter it, except in the case of customs repugnant to humanity, and that the aim was rather to model it, if possible, along lines which would lead to its development.

The 1950 Visiting Mission was informed that the present system of chiefs would be continued only until it was replaced by the introduction of village councils. The Administrator is empowered to establish councils under the Native Village Councils Ordinance, 1949, with power, subject to government approval, to make rules for the maintenance of peace, order and good government and for the provision of social and public services, and to levy rates, taxes and charges. On a higher level, the Papua and New Guinea Act, 1949-1950, provides for the establishment of advisory councils for Native matters with power to "consider, and tender advice to the Administrator concerning, any matter affecting in any way the welfare of Natives in the area in respect of which the Advisory Council is established".

After examining at its third session the Administering Authority's proposal to establish "indigenous advisory and village councils", the Council had recommended that the constitutions and powers of the proposed indigenous advisory and village councils should be reviewed with a view to granting them greater initiative in the conduct of their own affairs, and to preparing the inhabitants for a progressively increased part in the legislative and higher administrative organs of the Territory.

At its fifth session, the Council had recommended that the Administering Authority should take its previous recommendations into account in framing the proposed ordinance defining the powers and functions of the village councils. It had recommended that provision should also be made for the training of village councils in the essentials of handling public finances and that these councils should be entrusted with a certain amount of financial responsibility.

The ordinance of 1949 enabling the establishment of the village councils and defining their powers has been mentioned above. At its seventh session, the Council, noting that the first village councils were to be set up and be in operation before June 1950, had urged the Administering Authority to increase so far as might be possible the number of village councils during the coming year, progressively to establish them throughout the Territory, and gradually to give them increasing responsibilities.

At its eighth session, the Council had noted with satisfaction that three Native village councils had already been established. The special representative of the Administering Authority stated at that time that it was intended, as part of the people's progressive development, both in executive responsibility and in their representative character, to establish a system of councils at the levels of village, area, district and region, each council acting as an electoral "authority" for the council senior to it, and the regional council electing members to the Legislative Council, thus completing what may be referred to as an electoral pyramid.

The Council, at that same session, had recommended to the Administering Authority that it should make every effort to establish additional village councils and, as soon as practicable, area councils, in the more advanced sections of the Territory.

In the report examined by the Council at its tenth session, the Administering Authority stated that a total of four Native village councils had been established by 30 June 1951. It added that in the other areas unofficial village councils continued to function as purely advisory bodies. No reference was made in the report to the establishment of other types of indigenous councils, but the Administering Authority stated that approval was given during the year for the formation of district advisory councils and town advisory councils whose membership is restricted to non-indigenous inhabitants. It stated that a district advisory council was to be formed in each of the eight districts to advise the District Commissioner, who would be chairman, on matters affecting the administration of the district. The other members, up to eight, would be appointed by the Administrator from a panel of names submitted by a District Commissioner. Town advisory councils, to advise the Administration on matters affecting town areas, and composed of representative citizens and administration officers, had been formed in the five larger towns.

At its tenth session, the Council adopted the following recommendations:

The Council notes with satisfaction that a fourth Native village council has been established since the examination of the last annual report and that it is expected that two further councils will shortly be set up, and recommends that the Administering Authority should continue to press on with the establishment of village councils.

The Council requests the Administering Authority to include in its next annual report information on the operation, in the light of the interests of the indigenous inhabitants, of its policy for creating separate advisory councils for the indigenous and non-indigenous sections of the population, and recommends that the Administering Authority consider appointing indigenous members to the various district and town advisory councils.

Suffrage

Prior to the passage of the Papua and New Guinea Act in 1949, there existed no elective body in the Territory and there were consequently no suffrage laws or regulations. The Council, at its seventh session, recommended to the Administering Authority that a beginning be made in the introduction of methods of suffrage designed ultimately to bring about the establishment of a modern electoral system based on universal suffrage.

The Papua and New Guinea Act contains provision for the election to the Legislative Council of three non-official members "elected as provided by Ordinance, by electors of the Territory". The special representative of the Administering Authority informed the Council, at its tenth session, that the ordinance in question, the Legislative Council Ordinance, 1951, had been passed in September 1951. It provided that "every person resident in the Territory, not being a native or an alien

as defined in section 5 of the Nationality and Citizenship Act, 1948-50, and who is not under the age of twenty-one years, and who has continuously resided in the Territory at least twelve months preceding the date of his application for enrolment, is entitled to enrol as an elector". An alien was defined as a person who was not a British subject, an Irish citizen or an Australian protected person (a person born in New Guinea or Nauru).

As regards elective processes in the establishment of Native village councils, the annual report examined by the Council at its tenth session, in setting out the procedure to be used in one instance, indicated that council members were to be elected either by open or secret ballot.

At its tenth session, the special representative of the Administering Authority informed the Council that the adult male members of the village liable to pay tax were eligible to vote and that if women wished to vote they could do so by registering themselves as persons liable to pay tax. The Rabaul Village Council had levied a tax of £4 for men and £1 for those women registered as taxpayers.

Indigenous jurisdiction

No judicial tribunals exclusively composed of indigenous inhabitants are recognized as a part of the judiciary system of the Territory. Village courts exist, but they operate exclusively within traditional custom.

At its fifth session, the Council had recommended that the Administering Authority take suitable measures to give, whenever appropriate, legal status to traditional indigenous courts and practices and bring them into relationship with the existing court system.

The Administering Authority stated that, under section 63 of the Papua and New Guinea Act, 1949, the establishment of Native courts was authorized. These courts, composed exclusively of indigenous inhabitants, would supplement the existing courts for Native affairs already in the Territory.

At its seventh session, the Council had noted with satisfaction the intention of the Administering Authority to give official recognition to traditional indigenous jurisdictions and at the same time bring them under the effective control of the Administration.

At its eighth session, the Council, noting the statement of the Administering Authority that the ordinance establishing Native courts had not yet been promulgated, had urged that the Administering Authority should implement the relevant provisions of the Papua and New Guinea Act and requested it to report to the Trusteeship Council.

In the report examined by the Council at its tenth session, the Administering Authority stated that, at the close of the period under review, consideration was being given to the provisions to be included in an ordinance and in regulations to enable such Native village courts to be established.

At its tenth session, the Council adopted the following recommendation:

The Council, noting that at the close of the period under review the Administering Authority was giving consideration to an ordinance and regulations to enable Native village courts to be established, urges the

Administering Authority to take such action in the immediate future.

Status of the inhabitants

The national status of the indigenous inhabitants of the Territory has not yet been given statutory recognition. Non-indigenous inhabitants retain their individual national status and citizenship.

At its seventh session, the Council had urged the Administering Authority to consider the adoption of measures granting the inhabitants of the Territory a distinct national status.

In the report examined by the Council at its tenth session, the Administering Authority stated that the national status of the indigenous inhabitants had not yet been given statutory definition.

The special representative of the Administering Authority informed the Council at the same session that, under an amendment to the Citizenship Regulations made in October 1951, the status of "Australian protected person" had, under the Nationality and Citizenship Act, 1948-50, been bestowed on the indigenous inhabitants and also on Chinese and other people born in New Guinea who were not British subjects.

Civil registration

There is no civil register in the Territory. At present the compulsory registration of births and deaths is confined to the non-indigenous inhabitants. The Administration considers that the present stage of development in the Territory makes the compulsory registration of births and deaths among the indigenous inhabitants impracticable.

At its seventh session, the Council had recommended to the Administering Authority that preparations should be made for the introduction of a civil register.

The special representative of the Administering Authority informed the Council, at its tenth session, that it was proposed to make a start with a civil register for the indigenous inhabitants by requiring the Native village councils to keep a record of vital statistics of the persons within their area.

Maintenance of law and order

The Visiting Mission drew attention to a state of unrest in the Manus District known as the "Paliau movement".⁴¹¹ The Mission took the view that the movement could represent much more than a local and temporary disturbance arising from the disruption of the war period. It learned of similar movements in the Madang District, and it noted the movement known as the "cargo cult" which existed in various islands of the Pacific. Since the Paliau movement and other anti-social trends had deep spiritual as well as political, social and economic implications, the Mission felt they should be kept under the closest observation to discover

⁴¹¹ The main observations of the Mission were set out in the *Report of the Trusteeship Council covering its Third Special Session, and its Eighth and Ninth Sessions* (See *Official Records of the General Assembly, Sixth Session, Supplement No. 4*, page 244). See also the *Report of the Visiting Mission, Trusteeship Council Official Records: Eighth Session, Supplement No. 4* (T/899).

their full causes, so that the appropriate remedies might be taken.

At its eighth session, the Council had requested the Administering Authority to include in its next annual report full information on the Paliau movement, the so-called "cargo cult", and similar movements in the Territory; it had also requested information on the relation, if any, between these movements.

The Administering Authority submitted this information in the report examined by the Council at its tenth session.

In regard to "cargo cults", the Administering Authority stated that these were modern variations of an indigenous "cult tradition" which apparently existed before the coming of the Europeans and contact with the European way of life. The cult usually began by some member or members of the village claiming to have been in touch with the ancestors and to have been told by them that great quantities of goods were being sent by steamer; in the expectation of this "cargo" the people might destroy their gardens and their pigs and poultry. As the ship failed to arrive, confidence in the leaders evaporated and the movement crumbled.

There seemed to be no definite connexion between the Paliau movement and "cargo cult" outbreaks in other parts of the Territory, although there had been a mild outbreak on Manus concurrent with the Paliau movement.

The Administering Authority stated that the Paliau movement or cult had affected almost one-third of the 13,000 indigenous inhabitants of the Manus District. The leader, Paliau, a former sergeant of the New Guinea Police Force, had been in Rabaul during the Japanese occupation; on his return to his village of Baluan he had succeeded, between 1946 and 1950, in establishing a politico-religious cult over most of the south Manus area.

In addition to the effects of the religious element in Paliau's teaching, his followers felt frustrations from their inability to bridge the gap between indigenous and European modes of living and techniques. Paliau blended some Christian dogma with elements of orthodox Native administration policy in a politico-religious system. He had great energy, organizing ability, literacy in Melanesian pidgin and a remarkable gift for oratory, and he was dealing with a people who were restless, discontented and eager for progress.

The Administering Authority stated that, in 1946, there had been an outbreak of "cargo cult" in Baluan and nearby islands which was found to be separate from Paliau's movement, though some of his adherents were involved. A selected group of Natives, including Paliau, was taken to Port Moresby where the plans of the Administration for the economic, social and political development of the indigenous population were explained to them.

In May 1949, Paliau was appointed *Luluai* of Baluan. By November 1949, he had achieved a surplus of food supplies and markedly improved housing among his people.

After rumours that some Native leaders were attempting to usurp magisterial powers, and following an investigation at a village on Baluan Island, Paliau was convicted in April 1950 on a charge that, in

December 1949, he had spread false reports which tended to cause trouble among the people, in that he told Malai of Pam that he, Paliau, had authority to appoint Malai as a person who had power to appoint members of a court, and Malai was told that no court cases were to be brought before the Government magistrate. Paliau was sentenced to six months' imprisonment. On his release he was taken again to Port Moresby and officials discussed with him the useful part he could play in the gradual evolution of his people; he visited various village councils, educational, and co-operative society gatherings.

Since Paliau's return to Baluan, the Administering Authority stated, he had been most circumspect in behaviour; he had spoken of the need for literacy. More children were seeking admittance to the Administration school, and the people were being most co-operative.

The special representative of the Administering Authority informed the Council at its tenth session that, subsequent to the close of the year under review, Paliau was elected as a member of the Baluan Village Council and later was appointed as Chairman of the Council and had carried out his duties intelligently and enthusiastically. However, he was convicted in October 1951 of an offence against Regulation 84 (2) of the Native Administration Regulations and was sentenced to three months' imprisonment. The offence committed was one concerning his personal morals and was in no way related to his public activities. When he was imprisoned, the Administration decided that upon his release no restriction would be placed on his continuation as Chairman of the Baluan Council or general participation in the affairs of the area.

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

Administrative union of Papua and New Guinea

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was seeking to strengthen the colonial régime in the Territory by means of the so-called administrative union between the Trust Territory and the adjacent colony of Papua, which was in fact a very close political and economic union. By this union, which was a gross violation of the Charter, the Administering Authority was preventing further development of the Territory as a separate entity towards the Charter's aim of self-government or independence. His delegation reiterated its proposal made at the fifth and eighth sessions, that the Council should recommend to the Administering Authority that it establish in the Trust Territory legislative and administrative organs not subordinate to any organs formed on the basis of the union between the Trust Territory and the colony of Papua, and that, for that purpose, legislative and other measures be taken to ensure the participation of the indigenous population in the legislative, executive and judicial organs of the Trust Territory.

General administration

The representative of New Zealand noted with satisfaction the increase in the salaries and allowances of classified members of the Public Service.

Indigenous participation in administration

The representative of the Union of Soviet Socialist Republics noted that not a single indigenous inhabitant participated in the administration of the Territory and that the Administering Authority was not taking any steps to bring about such participation.

The representative of the Administering Authority stated that the Administration must remain for the present predominantly Australian as only a people of advanced culture could teach by example and precept. With respect to training the indigenous population, he believed that intensive training of a small group might create an *élite*, separated from the great mass of the proletarian population and that the better path of progress towards democratic self-government was to train all the people for citizenship. Natives had been introduced in the Administration in tasks suitable to their present level of ability, but would go higher by degrees.

Legislative Council

The representative of New Zealand noted with gratification the establishment of the Legislative Council as well as the various local government councils, and expressed the belief that the political groundwork of the Territory was being well laid.

The representative of Thailand, while regretting that the Administering Authority had not established a separate legislative council for the Trust Territory, considered that the establishment of the joint Legislative Council with some indigenous membership was a clear step forward. He urged that, because of the educational value, the Administering Authority should consider the appointment of additional indigenous members.

The representative of China considered that the Administering Authority deserved credit for the establishment of the joint Legislative Council, but pointed out that previous recommendations of the Council with respect to a separate legislative council and greater indigenous participation had not been implemented. He considered that the Council should reiterate these recommendations.

The representative of China considered that the Asian section of the non-indigenous population was sufficiently important to warrant separate representation among the elected and nominated non-official members of the Legislative Council. He proposed that the Council should adopt a recommendation to this effect.

The representative of Iraq noted with concern the statement of policy made by the Administrator of the Commonwealth at the opening of the Legislative Council, which put in the forefront the aspirations towards self-government of the Australian-born residents of the Territory and in second place the Charter obligations towards the far more numerous indigenous populations who, it was stated, were encouraged to look for a progressively increasing share in the conduct of the affairs of the Territory. He considered that, as the European population continued to grow under the stated policy of promoting settlement, there would be increased pressure for a Council dominated by European interests.

The representative of the Union of Soviet Socialist Republics stated that the indigenous inhabitants were completely excluded from participation in exercising legislative, administrative and judicial power in their country.

The representative of El Salvador hoped that the Administering Authority would speedily implement the recommendations of the Trusteeship Council aiming at increased participation by the indigenous population in the work of the Legislative Council.

Local administration

The representative of Belgium stated that his delegation was not entirely satisfied regarding certain points of Native administration. In particular, it had not been clearly explained whether the *luluais* were traditional authorities capable of bearing a certain amount of responsibility, or whether they were authorities imposed by the Administering Authority and hence not capable of doing so.

The special representative of the Administering Authority stated that the *luluais* were usually the accepted leaders of village life and hence in a position to undertake responsibilities.

The representative of New Zealand expressed satisfaction at the establishment of several Native village councils elected by ballot and empowered to raise money by taxes.

The representative of France considered that a number of Natives could profitably be appointed at once to the various district and town advisory councils.

The representative of Thailand expressed the hope that the Administering Authority would bear in mind the desirability of establishing indigenous district and area councils as soon as practicable.

The representative of Iraq noted with regret the establishment of town and district advisory councils restricted to European interests and the relegation of the indigenous population in politics to the level of petty village officials under strict European control.

The representative of the Union of Soviet Socialist Republics stated that the town and district advisory councils were established on the basis of open racial discrimination. The indigenous inhabitants were excluded from participation even in these advisory councils.

The representative of El Salvador considered that the Administering Authority should be commended for its establishment of village councils.

The representative of the Union of Soviet Socialist Republics considered that, in view of the fact that the tribal system which now exists in the Trust Territory and which is encouraged by the Administering Authority is incompatible with the progressive political development of the population of the Trust Territory towards self-government and independence, the Council should recommend to the Administering Authority that it take measures to ensure the transfer from the tribal system to a system of self-government based on democratic principles.

The representative of the Administering Authority stated that, though tribal organization was not highly developed, the Australian Government intended to use

such elements of it as did exist as a basis for a gradual evolution towards democratic government.

The representative of El Salvador noted the participation of the indigenous inhabitants in the judicial field was limited to village courts.

Status of the inhabitants

The representative of the Dominican Republic expressed interest in the measures taken by the Administering Authority to determine the rights of citizenship and nationality of the population of the Territory.

Maintenance of law and order

The representative of the United Kingdom congratulated the Administering Authority on its full account of the Paliau movement and of the "cargo cult".

3. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General economy

The main economic activities of the Territory are crop production, some processing of agricultural products, and mining. There are no major secondary industries, the processing of crops being confined almost entirely to the cutting and drying of copra, the fermentation and drying of cocoa beans, and a relatively small manufacture of desiccated coconut. Gold mining is an important feature of the economy and is principally in the hands of non-indigenous companies. The Territory is dependent upon external sources of supply for practically all manufactured goods and for a large part of the foodstuffs consumed by non-indigenous inhabitants. The majority of the firms and companies engaged in merchandising, shipping and air services, agricultural production and mining are controlled and largely staffed by non-indigenous inhabitants of European ancestry. Chinese conduct store-keeping and trading establishments, tailoring and carpentry businesses.

The indigenous inhabitants mainly pursue a subsistence economy. The Administering Authority states, however, that the indigenous inhabitants' interest in cash crops continues to grow, and that there is an increasing tendency for them to form co-operative societies. They produced in 1951 about one sixth of the copra export and, with the aid of the Agriculture Department, planting of cocoa and coffee has been started. The Amele rice project, which has been developed by community enterprise, consists at present of 150 acres. Sales of rice have been made and rice-milling facilities are being purchased by community funds. Native wage labour is also extensively used on plantations, in mines, and in domestic service.

At its fourth session, the General Assembly had expressed full support of all steps leading to a greater participation of indigenous inhabitants in the profits and management of entities, public or private, engaged in the exploitation of mineral and other natural resources or in the production of, or trade in, raw materials and commodities basic to the economy of Trust Territories.

At its seventh session, the Trusteeship Council had noted the assurance of the Administering Authority that it fully realised the importance of economic development. The Council had recommended that the Administering Authority should take steps to encourage the utilization of the Territory's many resources through local industries; to compile and maintain statistical data on capital investment; and to remove formally from the legislation of the Territory the Native Administration Ordinance, 1921-38, providing for the compulsory planting of food crops.

The 1950 Visiting Mission noted that the Territory had not yet fully repaired the heavy damages of the war. It considered that the Territory needed an extensive network of roads, that private enterprise should be encouraged to develop the resources of New Guinea, and that consideration should also be given to the training of technicians, mechanics, carpenters and other skilled workers.

At the eight session, the Trusteeship Council had affirmed its hope that the Administering Authority would push forward with its developmental plans for the Territory and that these would lead to increasing indigenous participation in the productive economy.

In the report under examination by the Council at its tenth session, the Administering Authority stated that agricultural development and the development of land resources would be accomplished to an extent by the efforts of the indigenous people, as individuals or as members of groups such as co-operative societies, but that for some considerable time the major development would be industries controlled by Europeans who possessed the necessary capital, technical knowledge and skills, and organizing ability. Administration policy was to encourage development by private enterprise, in so far as the rights and interests of the indigenous people were respected and safeguarded.

The Administering Authority further stated that the employment of the indigenous people in non-Native private enterprise enabled the indigenous worker to acquire experience and technological skill, and that no special position in the Territorial economy was enjoyed by non-indigenous groups apart from that acquired by the possession of high technical skill and ability and the availability of greater financial resources. The extent and tempo of economic development, it stated, depended largely on the availability of Native labour. Arrangements were being made to undertake a physical resources survey of regions considered most suitable for economic development.

At its tenth session, the Council adopted the following conclusions and recommendations:

The Council hopes that the Administering Authority's policy of encouraging development by private enterprise will not lead to a partial withdrawal of the Administration from the direct responsibility for the development of the Territory.

The Council recommends that the Administering Authority should expand the proposed physical resources survey into an over-all economic survey as a basis for broad development plans. The Council considers that, in its plans for the development of the Territory, the Administering Authority should lay particular

emphasis on the participation of the indigenous population in the economy of the Territory.

The Council commends the Administering Authority for its efforts to introduce new crops suitable for cultivation by the indigenous population and urges it to pursue a co-ordinated policy along such lines, wherever possible, by encouraging the development of indigenous co-operative enterprises.

The Council recommends that the Administering Authority take measures to enable the indigenous inhabitants to have access to adequate forms of credit for their economic development.

Export production and trade ⁴¹²

Import and export statistics for the two latest years for which figures are available were as follows:

	1949-50	1950-51
	£	£
Imports	4,791,799	6,186,669
Exports	4,234,979	5,436,617
Excess of imports...	556,821	750,052

Exports of local origin showed an increase in value over the previous year of £1,398,387. The principal items contributing to this increase were copra (£936,601), gold (£145,393), desiccated coconut (£95,024), trochus shell (£95,709), and cocoa beans (£60,934).

Export figures for agricultural products were:

	1949-50	1950-51
	Tons	Tons
Copra	47,094	64,301
Coffee	15	32
Cocoa	207	317

With the exception of Native-produced copra, the whole of the agricultural products exported are from plantations operated by non-indigenous people.

At its third session, the Council had recommended that the Administering Authority should induce the indigenous inhabitants to cultivate crops for export so as to enable them to participate in the export trade of the Territory.

The special representative informed the Council, at its tenth session, that about 10,000 tons of the 1950-51 copra export was produced by the indigenous inhabitants and that the number taking part in copra production was rapidly increasing. Indigenous inhabitants in the Rabaul area were beginning to grow cocoa but, since cocoa took five or six years to come into bearing, some years would pass before Native production would be included in the export produce. The same applied to coffee.

Internal trade, commerce and manufactures

At 30 June 1951, sixty-four "local" firms and companies (an increase of sixteen over 1949-50) with an aggregate nominal capital of £4,215,850 were operating. Two new "foreign" companies were registered during the period under review, making a total of forty-seven "foreign" companies operating in the Territory; their nominal capital totalled £66,056,388 and \$6 million, but the exact amount of their capital actually invested in

⁴¹² All figures in this chapter are in Australian currency. £A125 = £sterling 100 = \$US280.

the Territory is not known to the Administering Authority.

Desiccated coconut is the principal item manufactured in the Territory. Production increased from 652 tons to 939 tons in 1950-51.

Customs tariff

The Administering Authority stated that all receipts from imports and exports to and from the Territory are recorded separately and no customs union exists with the metropolitan country or with the neighbouring territory of the Administering Authority. No customs agreements of any kind have been entered into between the territories and no preferences on imported goods are given in the customs tariff of the Territory.

The Visiting Mission noted that it was the intention of the Administering Authority to establish a uniform customs tariff for New Guinea and Papua and, at the same time, to revise the schedules of duties with a view to moving the incidence of taxation from necessities important for the development of the Territories to less essential items. The new tariff came into effect as of 1 July 1950.

Public finance: taxation

Revenue of the Administration in 1950-51 was derived from the following sources:

Direct grant by the Government of the Commonwealth of Australia.....	£ 2,356,310
Internal revenue of the Territory.....	1,219,411
TOTAL	3,575,721

The direct grant by the Australian Government is not repayable and does not bear interest. In 1949-50 the grant was £2,281,140. Expenditure amounted to £3,575,721 in the period under review compared with £3,223,217 in the previous year.

The Administering Authority stated that no income or business tax is levied and the special representative informed the Council, at its tenth session, that the head tax had not been imposed at any time since the re-establishment of civil administration in 1945-46. The newly-established village councils, however, have levied *per capita* rates for local purposes.

At its third session, the Council had recommended that earnest consideration should be given to ways and means of increasing the revenue of the Territory.

At its third and fifth sessions, the Council had recommended that the whole fiscal system of the Territory should be examined with a view to alleviating the burden of indirect taxation; to introducing direct taxation based on the individual's capacity to pay; and to abolishing the Native head tax. At its seventh session, the Council had welcomed the statement of the Administering Authority concerning its intention to introduce new forms of taxation in the Territory, and had expressed the desire to be informed of the steps taken in this regard.

The 1950 Visiting Mission inquired about the policy of the Administering Authority with regard to the imposition of an income tax and the suppression of the provisions for the levying of the head tax, and learned that these questions were still under study.

At its eighth session, the Council had requested the Administering Authority to inform the Council on the subject of fiscal policy.

In the report under examination at the tenth session, the Administering Authority stated that the examination of all aspects of the fiscal policy of the Territory had been in progress for some time and was not yet concluded.

At its tenth session, the Council adopted the following conclusion and recommendation:

The Council notes the substantial grants made by the Administering Authority towards the cost of administering the Territory.

The Council recommends that the Administering Authority should complete the examination of all aspects of the fiscal policy as soon as possible, and awaits with interest details of the decisions taken by the Administering Authority in the next annual report.

Currency

Australian currency and Territorial coinage are legal tender throughout the Territory. The issue and circulation of currency are governed by the Currency Coinage and Tokens Ordinance, 1922-1938. Information is not available regarding the volume of currency in circulation nor of the total amounts held in savings and bank deposits.

The indigenous people are encouraged to deposit their wages and other savings in savings bank accounts. On 30 June 1951, excluding the Morobe District, they held £481,942 in 25,681 accounts.

Land

The total area of the Territory is estimated at 93,000 square miles (59,520,000 acres) of which 940,262 acres have been alienated from the indigenous inhabitants. The alienated land comprises 519,380 acres of freehold, 170,222 acres of leasehold, 224,049 acres held by Administration and 26,611 acres held by the Director of District Services and Native Affairs as Trustee for Natives. As compared with 1949-50, the area alienated increased by 24,458 acres, of which 9,649 acres were leasehold and 14,809 acres were held by the Administration.

The Administering Authority stated that land generally belongs to the indigenous inhabitants and can be acquired from the indigenous owner only by the Administration after it is satisfied that the land is not necessary for the former's own use. Availability of land for settlement is an important factor in the development of the Territory and steps are being taken to determine the actual indigenous ownership of land and the further areas that can safely be made available for settlement. The Native Lands Registration Ordinance, 1951, provides for a Native Land Commission to determine what is the rightful and hereditary property of Natives or Native communities by Native customary right and by whom the land is owned.

At its eighth session, the Council had expressed the hope that it would be kept informed regarding the work of the Land Commission.

According to the report examined by the Council at its tenth session, the Commission had not been established at the close of the period under review.

At its tenth session, the Council adopted the following recommendations:

The Council recommends to the Administering Authority to proceed with caution in its policy of purchase and alienation of indigenous land, in order to safeguard the interests of the indigenous population.

The Council recognizes the importance of properly clarifying the rights of the inhabitants in relation to the ownership of land, as well as the registration of those rights and, consequently, recommends the Administering Authority to organize without delay the Native Land Commission referred to in the 1951 Ordinance.

Forests

The 1950 Visiting Mission noted that although the forests of the Territory were extensive, they already needed a careful conservation policy. Much timber was required during and after the war for rehabilitation and the sawmill industry had increased many times over its pre-war importance. In the future the demand for timber was expected to be greatly increased.

The Mission noted that the policy the Administration intended to pursue, as stated by the Minister for External Territories, included "orderly development of a timber industry on sound forestry principles with provision for reforestation", the obtaining as a general rule of rights to forest areas only as a result of public tender, and the payment of royalty on all timber cut.

Mining

Gold, and silver in association with gold, are the only mineral resources which have been commercially developed.

The rights to surface and sub-soil resources are determined under the provisions of the Mining Ordinance of the Territory which includes the payment of fees for rights, licences and leases and for payment of a royalty of 5 per cent, on all gold won. Fees and royalty are payable to the revenue of the Administration for the use and benefit of the Territory.

Gold is exported only to Australia. During the year 1950-51 the quantity of gold produced amounted to 87,593 fine ozs. valued at £1,356,962. The revenue derived from royalty on gold amounted to £67,844. The price of gold remained at £15 9s. 10d. per fine ounce during the year.

At its seventh session, the Trusteeship Council, noting that in the year 1948-49 gold accounted for more than one-third of the value of all exports from the Territory, had urged the Administering Authority to give serious consideration to increasing the territorial revenue from gold production either in the form of an increase in the present 5 per cent royalty or in the form of new income or business enterprise or other taxes on the gold industry. At its eighth session, the Council had maintained this recommendation and had requested, in addition, that the Administering Authority should give as full information as possible concerning the gold mining industry.

In the report examined by the Council at its tenth session, the Administering Authority stated that consideration had been given to increasing the rate of royalty on gold but no variation was being made;

the matter of the revenue received from the gold mining industry was included in the over-all examination that was being made of the fiscal policy of the Territory. The report gave information on production from the various goldfields, on accidents on mining fields, and on mining by Natives.

At its tenth session, the Council adopted the following recommendations:

The Council, recalling its previous request for information, requests the Administering Authority to provide in the next annual report detailed information on the costs of production of gold and on the profits of the gold mining industry, in order that the Council may judge whether the industry is making an adequate contribution to the revenues of the Territory.

As an interim measure, the Council recommends that the Administering Authority should consider the introduction of a sliding scale of royalties based on profitability.

Copra

Copra exports increased from 47,094 tons in 1949-50 to 64,301 tons in 1950-51; the value increased from £2,264,114 to £3,200,715. Copra is marketed through the Australia-New Guinea Production Control Board which is a governmental organization with two representatives of the planters on the Board. An agreement was concluded between the United Kingdom Minister of Food and the Commonwealth Government with effect from 1 March 1949 for a period of nine years for the sale to the Minister of Food of copra production from the Territory in excess of the requirements of the Territory and of Australia for home consumption. The price for fair merchantable sun-dried grade copra f.o.b. at Territory ports was agreed to be £sterling 48 (£A60) per ton for the first year. The agreement provided that for each subsequent year the price would be negotiated before the end of the preceding year and would be not more than 10 per cent higher or lower. For the third year, commencing 1 March 1951, the price was set at £sterling 53 15s.0d. (£A67 3s.9d.). The special representative informed the Council at its tenth session that, for 1952, the price would be £sterling 65 (£A81 5s.). Copra for home consumption in the Territory and in Australia is sold at the price fixed under the agreement. The price paid to producers is arrived at after deducting customs duty, handling and other charges and a levy for a stabilisation fund. The latter was created in 1946-47 by means of a levy, at the rate of £A5 per ton, on exported copra; the accumulated balance at 30 June 1951 was £1,202,409.

The 1950 Visiting Mission expressed the hope that the Administering Authority would, under a new contemplated arrangement with private enterprises, take such precautions as to ensure that all facilities would be given small producers to sell their copra at a reasonable price.

Transport and communications

There are 1,980 miles of vehicular roads and 19,704 miles of bridle paths in the Territory. Heavy rains and frequent landslides made maintenance a problem

and bridges were frequently damaged by the flooding of creeks and rivers.

The Administering Authority stated that air services within the Territory had continued to improve as had the services to and from Australia. There were sixty-one aerodromes throughout the Territory in 1951, as compared with seventy-five in the previous year.

A regular passenger and freight steamship service between Australia and the Territory was maintained.

The Visiting Mission did not find any substantial programme for the building of roads among the major projects envisaged by the Australian Government. It expressed the conviction that the building of roads should be given a high priority and felt that the Administering Authority might envisage the raising of loans and the making of an appeal to private contractors for the execution of an extensive road-building programme.

At its eighth session, the Council, noting the views of the Visiting Mission; noting with satisfaction the great development of air transport but noting that road construction is still inadequate; being of the opinion that a fully developed road system is necessary for a proper economic development of the Territory and is essential for the maintenance of adequate social and educational services; had urged the Administering Authority to press forward with the development of communications, and in particular, to improve and develop the road system in the Territory.

In the report examined by the Council at its tenth session, the Administering Authority stated that it recognized the part that a fully developed road system would play in the development of the Territory, but realized also that the nature of the country made road construction and maintenance both difficult and expensive; a steady programme of road construction was being followed and the length of roads of all classes was increased by forty-nine miles during the year. The expenditure on roads and bridges during 1950-51 was £75,333.

At its tenth session, the Council adopted the following recommendation:

The Council, noting that only forty-nine miles of road have been constructed during the year under review, recommends that the Administering Authority intensify its efforts to develop the road system of the Territory.

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

General economy

The representative of New Zealand drew attention to the valuable efforts of the Administration to expand and diversify the agricultural economy of the Territory and to the part played by the Natives in the production of rice. He suggested that the Administering Authority should consider whether or not rice production and other new primary industries should land themselves to Native co-operative enterprise and that

it should give attention to eventual establishment of a training school in co-operative methods.

The representative of France considered that the efforts to establish co-operatives among the indigenous inhabitants had met with some success and should be intensified.

The representative of Thailand stressed the need for long-range development plans. He hoped that the Administering Authority would assign specially trained officers to encourage local development projects carried out by the indigenous inhabitants and supported the establishment of schools for co-operatives.

He commended the Administering Authority for developing the rice-growing scheme and urged it to pursue a co-ordinated policy of encouraging indigenous economic enterprise along such lines.

The representative of Iraq considered that the Council should take note of the inequality of opportunity for European and indigenous inhabitants and that it should recommend that a thorough economic survey should be carried out with assistance as the basis for a new policy of development in which the indigenous inhabitants might play a reasonable part. The Council should recommend that a full-fledged programme of development should be presented to it in the next annual report.

The representative of the Dominican Republic expressed the interest of his delegation in all measures which could be taken for the development of the Territory and in particular for measures which would increase the participation of the indigenous population in the economy of the Territory.

The representative of the Union of Soviet Socialist Republics noted that the Administering Authority was not taking any steps to promote the economic advancement of the indigenous population, which was obliged to carry on a completely primitive subsistence. Instead, the Administering Authority had converted the Territory into a source of raw materials for itself and was encouraging only the development of private companies for the exploitation of the resources of the Territory.

The representative of El Salvador did not feel that the Administering Authority's policy of encouraging the establishment of European industry and the development of industry by private enterprise constituted a suitable approach to the fulfilment of the terms of the Trusteeship Agreement. It would result in the indigenous inhabitants remaining in an inferior position. He believed therefore that adequate credit facilities should be provided for the indigenous inhabitants to aid them in commerce and in the establishment of co-operative societies.

The special representative of the Administering Authority stated that it was the policy of the Administration to promote European and indigenous economic development side by side with the further precaution that the rights and interests of the indigenous population were paramount.

The representative of the Administering Authority stated that it was not wholly correct to assume that the Administering Authority was leaving the development of industry and commerce to private enterprise.

The Government was carrying a large share of the capital required for the development of industry and took part shares in other commercial enterprises, in supplying shipping services for example.

Public finance

The representative of New Zealand commended the Administering Authority for its generous grants-in-aid to supplement the internal revenues of the Territory.

The representative of the Union of Soviet Socialist Republics noted that the Administering Authority had not abolished the head tax and had not introduced an income tax, as recommended by the Council. The Council should recommend to the Administering Authority that it take steps to replace the head tax by a progressive income-tax system or, at least, by a system of income tax taking due account of the property and taxable capacity of the population.

Land

The representative of New Zealand considered that the Council would be interested in the future activities of the Native Land Commission and expressed agreement with the emphasis placed by the Administering Authority on safeguarding Native rights in land.

The representative of Iraq expressed concern over the policy of setting aside land which the indigenous inhabitants could not claim as their own and making it available for European settlement and exploitation.

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was intensifying its policy of alienating land from the indigenous inhabitants and that the total area of land alienated had increased to 940,262 acres in 1950-51. His delegation proposed that the Council should recommend to the Administering Authority that it should return to the indigenous inhabitants land which had been alienated from them in any way and that it should prevent the alienation of land from the indigenous inhabitants in the future.

The representative of El Salvador commented that it appeared that, through the Administering Authority, land was obtained from the indigenous inhabitants and later sold to non-indigenous persons or companies. The indigenous inhabitants were left only with the less productive areas of land which were no good for mining or agriculture. He considered that the Council should make recommendations to end this deplorable situation and believed that the Native Land Commission should be established as soon as possible to clarify and guarantee ownership.

The special representative of the Administering Authority stated that the Land Registration Ordinance made no change in the fundamental policy of the Administration that only land surplus to the Natives' requirements could be acquired and then only by the Administration.

Forests

The representative of New Zealand expressed the hope that the Administering Authority was giving careful consideration to the protection and rehabilita-

tion of forests and requested a more complete statement on forest conservation policy in future reports.

The special representative of the Administering Authority stated that the Administering Authority was conscious of the need for reafforestation and that when authority was given for the felling of trees, clauses were inserted requiring that the area should be reafforested.

Mining

The representative of New Zealand considered that the decision of the Administering Authority not to disturb the rate of gold royalty pending a general review of taxation appeared to be justified by the low price of gold on the world market and the increased cost of production.

The representative of China expressed disappointment that the Administering Authority had given no satisfactory explanation of its failure to comply with the repeated recommendations of the Council regarding an increase of the royalty on gold, and proposed that the Council should request the Administering Authority to reconsider the question and to furnish fuller information in the next annual report.

The representative of Iraq considered that the failure of the Administering Authority, in face of repeated recommendations of the Council, to raise the royalty on gold was quite unjustified in view of the fact that 95 per cent of the value of the gold was being taken from the Territory and in view of the needs of the Territory for additional social services. The Council should recommend that the royalty should be at least doubled.

The representative of the Union of Soviet Socialist Republics stated that the gold mining industry was completely in the hands of European companies, which were earning great profits from the exploitation of the indigenous population and of the natural resources of the Trust Territory.

The representative of the Administering Authority, in reply to the representative of Iraq's statement that 95 per cent of the value of gold mined was taken out of the Territory, pointed out that this allegation took no account of the very heavy costs of production, including contributions to revenues by way of indirect taxation.

Copra

The representative of the Union of Soviet Socialist Republics pointed out that the Administering Authority has entered into an agreement with the United Kingdom under which the entire output of New Guinea copra is purchased by the United Kingdom at a monopoly-fixed low price and the copra export to any other market is forbidden. The price for copra fixed by the United Kingdom was £20-30 lower than the world price.

4. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

General policy

The Administering Authority stated that almost all the activities of the Administration are calculated

in some degree to advance either directly or indirectly the social welfare of the indigenous people, and that its policy is to provide them with better health and better education. It also stated that the social pattern of indigenous society in the Territory renders the need for social services less pressing than in some other countries.

Movement of population

The Administering Authority stated that there are no restrictions on the movement of population generally but, with the exception of labourers proceeding to and from their places of employment, the indigenous inhabitants rarely travel outside their lingual boundaries except for the purpose of inter-tribal trade. In order to preserve indigenous economy and avoid dislocation of village life, the Administration controls the number of indigenous inhabitants who may be recruited from any village for employment. There are restrictions on the movement of non-indigenous people into areas proclaimed under the Uncontrolled Areas Ordinance.

Immigration

Immigration into New Guinea is regulated by the Immigration Ordinance, 1932-40 and the Regulations issued thereunder.

At its seventh session, the Council, noting that the Immigration Ordinance, 1932-40, contains a provision prohibiting entry into the Territory of any person who fails to pass a dictation test in any language, had recommended that the Administering Authority should consider the possibility of removing this provision from the legislation and should inform the Council of the action taken in this regard in time for consideration during its June 1951 session.

The Visiting Mission of 1950 received a petition⁴¹³ at Rabaul from the Chinese residents, dealing with a number of subjects including immigration. After discussions with Chinese residents at Rabaul, Kavieng and Lae, the Mission noted the various categories of cases involving difficulties in regard to immigration restrictions.⁴¹⁴ In addition to comments on particular categories, the Mission hoped that the Administering Authority would review the matter of immigration as a whole in a sympathetic spirit.

In its written observations⁴¹⁵ on this petition, the Administering Authority stated that the subject was under examination by the Territorial Administration and the Australian Government but a decision had not yet been taken in regard thereto.

The *Ad Hoc* Committee on Petitions, in its report on this petition,⁴¹⁶ expressed the hope that the Administering Authority would take into account, in its examination, the suggestions and recommendations of the Visiting Mission on the question raised in the petition and suggested that the Administering Authority be invited to include in its next annual report all necessary information on the conclusions reached by it.

At its eighth session, the Council had decided to postpone consideration of the petition.

Following this decision the petitioners submitted a further communication⁴¹⁷ reiterating their representations regarding the right of permanent residence for certain Chinese in the Territory and the clarifying of the national status of locally-born Chinese.

In its written observations⁴¹⁸ on this petition, the Administering Authority stated that the right of permanent residence concerned some 200 Chinese who had entered the Territory under immigration exemptions and who had been in the Territory for periods ranging from ten to eighteen years. They had been unable to return to their own country at the end of the expiration period because of the conditions existing both then and since brought about by war activities. The periods of exemption had been extended from time to time and were at present valid until June 1952. The whole position was being reviewed, and all factors including the representations made by petitioners would be taken into consideration.

With regard to the status of locally-born Chinese, the status of "Australian protected person" had been accorded to locally-born children of alien parents by an amendment to the Citizenship Regulations made in October 1951, under the Nationality and Citizenship Act, 1948-50.

By its resolution on the petition⁴¹⁹ adopted at the tenth session, the Council recommended that the Administering Authority grant further immigration exemptions to the 200 Chinese pending a decision on their applications for permanent residence, expressed the hope that the Administering Authority would complete without undue delay its examination of the questions raised by the petitions and requested the Administering Authority to inform the Trusteeship Council, in its next annual report, of the results of its examination of the questions raised in the petition and of the action taken or being taken thereon.

Standard of living

At its fifth and seventh sessions, the Council had requested the Administering Authority to conduct, as soon as possible, cost-of-living surveys, at the beginning only in some typical rural, urban or mining communities, and transmit the results of those surveys to the Council and, at the seventh session, the Council had noted the assurance of the Administering Authority that it would conduct a cost-of-living survey in some of the larger towns, and had requested that the result of this survey should be furnished to the Council in time to be examined with the subsequent annual report on the Territory.

The 1950 Visiting Mission also recommended that a cost-of-living survey should be made as soon as possible and studied in relation to wages.

At its eighth session, the Council had noted that information regarding a cost-of-living survey in some of the larger towns would be included in the next annual report.

⁴¹³ T/Pet.8/4 and T/Pet.8/4/Add.1.

⁴¹⁴ For details see *Official Records of the General Assembly, Sixth Session, Supplement No. 4*, pages 253-254.

⁴¹⁵ T/859.

⁴¹⁶ T/L.152, page 6.

⁴¹⁷ T/Pet.8/4/Add.2.

⁴¹⁸ T/965.

⁴¹⁹ Resolution 428 (X).

In the report examined by the Council at its tenth session, the Administering Authority stated that, as the majority of the Native people followed a subsistence economy and exchanged or bartered any surplus of produce, it was not practicable to conduct a general cost-of-living survey. Apart from one or two urban centres in close proximity to the larger towns, practically little or no manufactured or consumer goods were needed or even used by the indigenous people living in their own villages. Even in the most urban areas, the indigenous people were still landowners and depended upon the produce of their land and waters for the bulk of their foodstuffs, housing and household utensils, supplemented in varying degrees with articles purchased from stores. In the case of employees, the Native Labour Ordinance, 1950, required the employer to provide each employee with an adequate supply of food, and with housing, clothing and light. The Administration provided free schooling and medical attention, both for children and adults. The law required the employee's wife and children to be fed and housed should they accompany him to his place of employment.

The Administering Authority stated also that near the larger towns the majority of Natives employed were in five main categories: (a) workers, numerically the largest group, largely composed of young men who wished to earn money; (b) artisans and clerks, composed of more skilled and usually older men who took their families into the towns; (c) men who had forsaken their family lands and lived permanently in the town, often old employees of the Administration or of the well-established companies; (d) cash croppers who, in addition to subsistence agriculture, planted extra areas and sold the surplus; (e) contractors, the smallest group, who had built up an individual business.

The Administering Authority stated that no scientific study had been conducted yet into the cost-of-living of individual families in category (e); they were entitled to share in the benefits of free medical treatment and hospitalization and free education.

Human rights and fundamental freedoms

The Administering Authority stated that all elements of the population are secure in the enjoyment of human rights and fundamental freedoms without discrimination as to race, sex, language and religion.

At its fifth session, the Council had recommended that the Administering Authority should revise the Police Offences Ordinance and other laws, regulations and practices relating to the power of arrest and curfew and that it should review all legislation with a view to abolishing any discrimination contrary to the Charter or the Trusteeship Agreement.

At its fourth session, the General Assembly had recommended the abolition of discriminatory laws and practices contrary to the principles of the Charter and the Trusteeship Agreement, in all Trust Territories in which such laws and practices still existed.

At its eighth session, the Council had urged the Administering Authority to complete the review of the Criminal Code and the Police Offences Ordinance.

In the report examined by the Council at its tenth session, the Administering Authority stated that a general review of the provisions of the Criminal Code and

the Police Offences Ordinance was being made, but had not yet been completed.

Labour

The Native Labour Ordinance, 1950, which repealed the Native Labour Ordinance, 1946, came into force on 1 January 1951. The 1950 Ordinance substitutes a system of agreements for the system of contracts previously in force, the last of the contracts expiring not later than 31 December 1951. The effect of the Ordinance was to be seen in the reduction of the number of indentured workers as at 30 June 1951 by 4,723, although the total number of Native workers employed increased by 2,168. The Ordinance deals also with the employment of casual workers, the movement of Natives beyond the Territory and general conditions in regard to employment.

At 30 June 1951, there were 34,419 Native workers employed in the Territory. The general trend in employment was as follows:

	1949-50	1950-51
Number indentured.....	11,236	6,513
Number under agreement.....	—	7,382
Casual workers.....	11,580	12,115
Administration employees.....	9,435	8,409
TOTAL	32,251	34,419

With the opening up of the Central Highlands an increasing number of Natives from that District are seeking employment. At 30 June 1951, 5,363 such Natives were employed in the Trust Territory and 1,784 were employed in the Territory of Papua.

The 1950 Visiting Mission noted that much of the rehabilitation work in the Territory made necessary by war damage had been completed; but to accomplish what remained to be done and to carry out all the governmental development work which was projected, to say nothing of the hoped-for increase in private enterprise, much more indigenous labour would be required than was at present available.

In the report examined by the Council at its tenth session, the Administering Authority stated that the supply of labour was still not equal to the demand, but that the steady improvement of former years had been maintained. Reported shortages of labour were estimated in 1950-51 at 2,100, as compared with 8,000 in 1948-49.

Abolition of the indenture system

At the eighth session of the Council, the special representative of the Administering Authority had stated that the Native Labour Ordinance, 1946, had been replaced by the Native Labour Ordinance, 1950. The latter provided for a simple form of civil agreement and for casual employment; there were no penal provisions for breach of agreement such as were provided for in the repealed Ordinance. Contracts of service made under the repealed Ordinance and in force immediately before the commencement of the new Ordinance would continue in force; this meant that there would be no contracts of service after 31 December 1951.

Wages and cost of living

Section 58 of the Native Labour Ordinance, 1946, provided that the minimum monthly wages for a

labourer should be 15s. The Administering Authority stated in the report for 1948-49 that the average wage approximated 17s. and 6d. per month (plus rations, accommodation, etc.). On 1 January 1950, a new wage scale for Administration servants became effective; the wage for general labourers was set at £1 per month in the first year of employment.

At its third session, the Council had recommended that the Administering Authority should establish in the future wage rates which were not merely commensurate with the cost of living according to the existing standards of the indigenous inhabitants, but which would enable them to improve their standard of living and that, in establishing wage rates for indigenous and non-indigenous workers, the Administering Authority should be guided at all times by the principle of equal pay for equal work. At its fifth session, the Council had reiterated its recommendation regarding equal pay for equal work and had also recommended that all possible steps should be taken to readjust the existing salary and wage rates in order that there should be no differentiation except on the basis of skill, and that the possibility of increasing the minimum wage of 15s. per month should be studied.

At its seventh session, the Council had noted the introduction of a new wage scale as from 1 January 1950 for Administration servants in the Territory and had urged the Administering Authority to continue its study as to the possibility of increasing the minimum wage for indigenous workers.

At the eighth session, the Council had found difficulty in assessing the relationship of the real wage to the existing cost of living and had requested the Administering Authority to make available to the Council detailed data on the relationship between real wages and the cost of living. In the meantime, the Council had requested the Administering Authority to give serious consideration to the possibility of further increasing the minimum cash wages.

In the report examined by the Council at its tenth session, the wages of Natives in employment were tabulated. General labourers, privately employed under agreement, were shown as having an average wage of 16s. and 3d. per month (in addition, workers are provided with rations, clothing, equipment, hospital and other services). The Administering Authority stated in the same report that it had noted the requests of the Trusteeship Council, and that information in regard thereto would be furnished when available.

Industrial relations

In the report for 1947-48, the Administering Authority stated that there was no legislation in force dealing with freedom of association, conciliation and arbitration.

At its third and fifth sessions, the Council had recommended that encouragement and training should be given to indigenous inhabitants which would lead to the establishment of some form of collective bargaining and, whenever possible, the establishment of trade unions.

International Labour Conventions

The three International Labour Conventions which have been applied to the Territory concern Unemploy-

ment Indemnity in case of Loss or Foundering of the Ship; Marking of the Weight on Heavy Packages Transported by Vessel; and Forced or Compulsory Labour.

At its seventh session, the Council had urged the Administering Authority to speed up as much as possible the process for the ratification and application to the Territory of international conventions, particularly those affecting labour and other social questions, to which the Administering Authority is a party.

In the report examined by the Council at its tenth session, the Administering Authority stated that the Papua and New Guinea Act, 1949-1950, prohibited forced labour in the Territory except in such circumstances as permitted by the relevant Convention. Regulations concerning these circumstances were amended during the period under review to provide for the employment of this type of labour in the planting and cultivation of food in an area which may be declared by the Administrator to be liable to a famine or deficiency in food supplies. An amendment was also made to the Shipping (Maritime Convention) Ordinance, 1937, to extend to Native seamen the provisions for indemnity in case of loss or foundering of the ship.

Public health

Further improvement in 1950-51 in most aspects of public health was reported by the Administering Authority to the Council, which had previously drawn attention to the inadequacy of existing facilities.

At its third and fifth sessions, the Council had made a number of recommendations for the improvement of the medical and health services.

At its seventh session, the Council had noted with satisfaction the increased expenditure on medical and health services of the Territory and had congratulated the Administering Authority on the steps it had taken to accelerate the recruiting of medical personnel; it had noted, in particular, that thirty-eight medical practitioners had been recruited from among European displaced persons, of whom twenty-four had already taken up duty in the Territory by 31 May 1950. The Council, however, recognizing the inadequacy of the medical services in the Territory, had recommended that the Administering Authority should take further steps in that direction.

At the eighth session of the Council, the special representative had stated that approval had been given for a hospital construction programme which included the building of two base hospitals, four major regional hospitals, four minor regional hospitals, thirty-four sub-regional hospitals, four tuberculosis and four leper hospitals, and two bulk medical stores. The estimated cost was about £A4,500,000, plus an additional £500,000 for equipment. The programme was planned with a view to completion within five years.

At the same session, the Council, noting the increase in the medical and health services, in medical staff, and in medical patrols, and the formulation of a five-year hospital building programme, had commended the Administering Authority for the progress made in the field of public health. It had expressed the hope that the Administering Authority would continue its work and

that it would complete its hospital building programme on schedule, if not earlier.

In the report examined by the Council at its tenth session, the Administering Authority stated that it had noted the observation of the Council concerning the hospital programme. In general, the Administering Authority also reported that the over-all medical services had been increased by an estimated 25 per cent during the year under review. Special attention was drawn to preventive medical procedure such as the anti-tuberculosis campaign, vaccinations against whooping cough, continued research into the best methods for an anti-malaria campaign, research into the most efficacious treatment for tropical ulcers, etc., an increase in infant welfare services, and a Ninigo Islands sanitary development.

The total expenditure on public health increased from £608,674 in 1949-50 to £868,972 (not including expenditure on hospital buildings) in 1950-51.

During the period under review, admissions to hospital of indigenous inhabitants increased by 21.6 per cent, from 57,366 treatments in 1949-50 to 69,781 in 1950-51.

The total number of hospitals and clinics increased from 424 in 1949-50 to 599 in 1950-51, and there were six established Administration infant and maternal welfare clinics and others on a part-time basis.

There were 211 village aid posts staffed by 240 medical and/or hygiene assistants. The Native village councils so far established have accepted financial responsibility for the wages of their assistants; the Administering Authority believes that this procedure will encourage pride in social services and a more general desire to seek earlier aid.

Financial aid to mission medical services was increased by 20 per cent over that given in 1949-50, from £25,746 to £31,107.

Special health projects undertaken included a study of depopulation in New Ireland, a medical survey in the Western Islands (Manus District), and research on tuberculosis control by mass testing and inoculation.

The number of medical officers of the Department of Public Health decreased from thirty-five to thirty due to resignations, and the number of medical assistants decreased from seventy-one to fifty-eight, mainly through the same cause. The number of trained nurses was increased from thirty-one to forty-one.

At its tenth session, the Council adopted the following conclusions and recommendations:

The Council, while noting the over-all increase in medical services during the year under review, nevertheless views with concern the fact that, owing to the resignation of several doctors and European medical assistants, the number of such personnel decreased. The Council urges the Administering Authority to take all possible steps to increase their number substantially and recommends that efforts to train indigenous medical personnel should be intensified. The Council further urges the Administering Authority to institute a campaign of instruction in maternal and child welfare.

Medical patrols

At its seventh session, the Council, noting the use in the Territory of medical patrols transported by land, sea or air, had suggested that the Administering Authority study the possibility of extending these facilities.

According to the report examined at the tenth session, the number of Natives treated on medical patrols by European officers increased by 46 per cent, from 21,453 treatments in 1949-50 to 31,461 in 1950-51. In addition, there were 297 patrols by Native medical personnel. A 65-ton ship was converted for medical patrolling, and vehicles provided for clinic patrolling wherever roads allowed. A medical officer flying his own aircraft had increased the facilities in the Sepik District.

Criminal Code

Under the Criminal Code of the Territory, a convicted person may in certain circumstances be declared an habitual criminal, and at the expiration of his prison sentence for a specific crime may be detained until such time as the Administrator of the Territory considers him fit to be at large. The Criminal Code also contains provision for corporal punishment.

At its fifth session, the Council had recommended that corporal punishment should be abolished, and that legislation should be reviewed with a view to ensuring provision for the judicial declaration of an habitual criminal and for the fixing of the minimum and maximum period of further punishment. The General Assembly, at its fifth session, had recommended that measures should be taken immediately to abolish corporal punishment.

At its eighth session, the Council, noting the statement of the Administering Authority that corporal punishment was not, in fact, practised in the Territory, but that provision for its application still existed in the penal code, had recommended to the Administering Authority that corporal punishment should be formally abolished.

In the report examined at the Council's tenth session, the Administering Authority stated that, during the period under review, the provisions of the law relating to habitual criminals had been considered and approval given for an addition to be made thereto providing for a review of such cases at intervals of six months by the Supreme Court or a judge thereof. The necessary amendment of the law had not been completed at the end of the period. There was no case on record in the Territory of a prisoner having been declared an habitual criminal. In regard to corporal punishment, the Administering Authority stated that amending Ordinances relating to corporal punishment (Ordinances Nos. 42 and 44 of 1951) had been enacted on 13 November 1951.

The effect of these Ordinances was to reduce the number of offences for which corporal punishment could be given, and in some cases to reduce the number of strokes.

At its tenth session, the Council adopted the following conclusions and recommendation:

The Council, noting that the number of offences for which corporal punishment may be imposed under the penal code has been reduced and noting further that, according to the statement of the special representative, corporal punishment has not been applied in the Territory since the end of the Second World War, nevertheless reaffirms the view, expressed in General Assembly resolutions 440 (V) and 512 (VI) and in the recommendations made by the Council at its fifth and eighth sessions, that corporal punishment be formally abolished.

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

Human rights and fundamental freedoms

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was carrying out a policy of racial discrimination and was openly violating the rights and interests of the indigenous inhabitants. The indigenous population was deprived even of elementary rights and freedoms, in particular of the right of freedom of movement within the Territory. The Trusteeship Council should recommend the abolition of all discriminatory ordinances and the prohibition in the future of racial discrimination of any kind against the indigenous inhabitants.

The representative of El Salvador felt that the fact that if a woman wished to vote in the elections for the village councils she had to pay tax constituted discrimination in suffrage.

Labour

The representative of the United States of America considered that the question of indigenous labour, and, in particular, of labour groups migrating from the Central Highlands, was a matter of prime concern on which the Council would appreciate receiving more descriptive information in the future. There was no doubt, however, that the Administration was making every effort to ensure that the long-term interests of the indigenous inhabitants were not subordinated to the more immediate interests of non-indigenous economic activity.

Wages and cost of living

The representative of the Union of Soviet Socialist Republics noted that the indigenous population continued to live in abject poverty. Those employed for wages received a beggarly wage.

The income of an indigenous worker's family consisting of four persons was equal to only 1½d. per day per member, an amount insufficient to buy a box of matches which was priced at 2d. Such a beggarly wage, as well as the generally miserable living conditions, doomed the indigenous inhabitants to starvation and extinction.

The special representative of the Administering Authority pointed out that Native workers received, in addition to their cash wage, such requirements as housing, clothing and hospital attention.

Public health

The representative of New Zealand noted with gratification the 25 per cent increase in over-all medical services and the emphasis on public health measures. He felt that further efforts were needed in the training of indigenous personnel, and suggested that the Administering Authority should undertake a campaign of instruction and education in maternal and child welfare.

The representative of the United States of America expressed interest in the apparently successful campaign of inoculation against tuberculosis and in the programme of village aid posts staffed by medical assistants. He was concerned over the decrease in the number of medical officers and assistants and suggested that the Administering Authority should study the factors underlying this decrease.

The representative of the United Kingdom drew attention to the medical survey and community development project in the Western Islands, and considered that such methods of improving nutrition and hygiene deserved encouragement.

The representative of Iraq considered that the Council should recommend the formation of a health programme for the Territory.

The representative of the Union of Soviet Socialist Republics noted that the Administering Authority was not concerned about the medical and health situation of the indigenous population of the Territory. He pointed out that the average rate of infant mortality for the Territory amounted to 250 to 300 per 1,000 live births, and that in the Middle Sepik area it reached the enormous figure of 454 per 1,000. The mortality rate caused by malnutrition had risen from 9.1 per cent to 13.27 per cent. He referred to the demographic survey conducted by the anthropologist Chinnery in New Ireland, which showed that the population of this area had decreased by 27.1 per cent since 1929-30. Despite the decrease in the number of European doctors and the critical shortage of medical personnel, the Administering Authority had not made it possible for the indigenous inhabitants to receive medical training. He proposed that in view of the wholly unsatisfactory situation in the field of health, the Council should recommend that the Administering Authority increase the budgetary appropriations for medical services.

The representative of El Salvador noted with alarm the decrease in the number of doctors in the Territory. He felt that the Administering Authority should correct the situation immediately.

Criminal Code

The representative of El Salvador felt that, in accordance with the recommendations of the Council, corporal punishment should be abolished completely.

5. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

Policy and general

The Administering Authority stated that the educational programmes in force in New Guinea have six aims, which may be summarized as follows:

- (a) Universal literacy and as high a standard of general education as possible;
- (b) Training for skilled trades and professions;
- (c) Emphasis on education in relation to planned projects in community development;
- (d) Recognition of education centres as the foci of community interests;
- (e) Fostering such activities as the Boy Scouts, Girl Guides and Native co-operative movements.

Education is free but not compulsory. In describing the curricula of the indigenous schools, the Administering Authority states that there are four levels of work. At the lowest level the village school gives a four-year course using vernaculars as media of instruction, although pidgin English is used in some schools, especially in the early stages of schooling and when the pupils are drawn from different language groups. In the fourth year at the village school, instruction in the reading and writing of English is begun.

The next level of education is that of the village higher school, or the area school serving a number of villages, giving a four-year course following on from the village school. Vernaculars or English may be used as media of instruction, and the syllabus includes the reading and writing of English.

The next level is the central school, giving a two-year course with English as the medium of instruction. It is intended that each central school shall include a manual training annexe.

The highest level of education is that of the higher training centre with a three-year course. Each such centre has a group following a one-year pre-vocational course in preparation for teacher-training or for training in medicine and other skills.

Apart from the higher training centres, there is no secondary school in the Territory. In the case of European children, the Administering Authority states that, during 1951, financial assistance was granted to parents of approved students for secondary education in Australia.

The school programmes are applied through two systems: schools operated by the Administration itself, and schools operated by religious missions, subsidized by the Administration and inspected by Administration officers.

The schools run by the Administration are for the most part concerned with the primary education of European children on the one hand, and with higher elementary education, and manual, technical and teacher-training for indigenous pupils on the other hand. There were sixty-five Administration schools in 1951, the principal categories being European primary schools (ten schools with 203 pupils), village higher and other schools classified as elementary (thirty-four schools with 2,034 pupils), higher elementary schools (seven schools with 670 pupils), and pre-vocational schools classified as secondary schools (eight schools with 367 pupils). The total enrolment at the sixty-five Administration schools was 3,675.

By far the larger number of children attending school in the Territory are those at mission schools, and of these schools the largest category is in turn that of the village school. In 1951, there was 77,718 pupils

at 2,284 of these village schools. The next highest category of mission school is the intermediate school, of which there were ninety-three with 8,187 pupils. At twenty-four training schools there were 1,219 pupils. The total number of schools conducted by the missions in 1951 was 2,407, and the total number of pupils 87,134.

In its previous examinations of conditions in the Trust Territory, the Council had made a number of general recommendations with a view to the expansion of educational facilities. At its third session, it had expressed concern at the inadequacy of the facilities and at the consequently high rate of illiteracy, had welcomed an assurance by the Administering Authority that education was a major item in plans for the future development of the Territory, and had urged it to press forward with their execution. At that session, the Council had also recommended that the Administering Authority should devote special attention to the provision of education beyond the rudimentary stage, including the establishment of scholarships or similar facilities for higher study outside the Territory.

At its fifth session, the Council had recognized that serious efforts had been made in the educational field. At its eighth session, it had recommended that the Administering Authority should take the necessary steps to expand elementary education and to afford the indigenous population further opportunities of receiving secondary and higher education. It had also recommended that special attention should be given, *inter alia*, to the granting of a reasonable number of scholarships for attendance at schools in and outside New Guinea.

The Council's recommendations on particular problems in the educational field are mentioned in succeeding parts of the present section.

In the report examined by the Council at its tenth session, the Administering Authority stated that the number of Administration schools had been increased during the year under review by fifteen to sixty-five and the number of mission schools by ninety-seven to 2,407. Figures comparing the general situation with previous years showed that the number of pupils attending schools of all kinds increased from 67,385 in 1948-49 to 88,726 in 1949-50 and to 90,809 in 1950-51. Developments during the period under review also included the construction of eight school buildings and the establishment at Dregerhafen of a multi-purpose educational institution, incorporating a village higher school, a central school, a higher training institution for teacher-training, general education facilities for clerical and other posts and technical training, a Native women's class and a part-time school for European children.

At its tenth session, the Council adopted the following recommendations:

The Council urges the Administering Authority to intensify its efforts to build up an adequate educational programme for increasing the number of primary schools, for establishing secondary schools as soon as possible, and for instituting a system of scholarships for indigenous inhabitants for secondary and higher education abroad.

The Council recommends that, in view of the serious shortage of school-teachers, the Administering Authority make every effort to expand teacher-training

facilities and to take advantage of the teacher-training facilities provided by the religious missions.

Education by missions

Aspects of policy and general educational conditions which had engaged the attention of the Council in the past had also included the part played by the religious missions in the education of the indigenous inhabitants.

At its third session, noting the preponderance of the missions' role, it had recommended that the Administering Authority should assume an increasing measure of responsibility and initiative in the future, and had asked for further information. At its fifth session, it had commended the Administering Authority for the existing arrangements giving it supervisory control over the whole educational programme. At its eighth session, the Council had expressed the hope that a proposed new education ordinance would make provision for this control to be exercised over education and all educational institutions. It had also recommended the opening of more governmental schools.

In this connexion, the Administering Authority stated, in the report examined by the Council at its tenth session, that the education ordinance was in course of preparation. It also stated that the number by which Administration schools had been increasing during 1950-51, namely fifteen, included fourteen schools for Natives.

Teachers

The inadequacy of the number of qualified teachers available in the Territory had been noted in the past, as a factor in the educational situation, by both the Council and the Administering Authority, and the Visiting Mission in 1950 had expressed the opinion that this was the limiting factor both with regard to the number of schools and the standard of education provided in them.

At its third, fourth and eighth sessions, the Council had made recommendations for the expansion of facilities for the training of indigenous teachers. At the latter session, it had noted with satisfaction the existing teacher-training programme but, at the same time, and in two other connexions, had recommended that particular attention should be given to the training of indigenous teachers. It had expressed the particular hope that a proposed new teachers' centre at Finschhafen would be rapidly completed and that existing facilities would be expanded.

The report examined by the Council at its tenth session included information showing that the number of Administration teachers had increased between 1948 and 1951 from 119 to 191, and the number of mission school teachers from 2,421 to 2,948, not including 300 Natives engaged in teaching whom the mission concerned stated "are not fulfilling requirements of teachers".

The Administering Authority stated that the European teachers in the Administration schools were qualified, and gave figures showing that there were forty-nine such teachers in 1951, of whom fourteen were teaching in the primary schools for European children and the remainder in the Administration schools for

indigenous and Asian children. There were also 197 European teachers in the mission schools.

In the case of indigenous teachers, the Administering Authority stated that those employed in the Administration schools included a number who had received their education at Administration or mission schools before the war. Refresher courses were being arranged where possible.

European teachers in the Administration's employ were on salary scales ranging from £354 for the lowest class of female education officer to £860 for the highest class of education officer, plus cost-of-living and territorial allowances. In the case of indigenous teachers, the Administering Authority stated that they might be paid up to £16 a month, plus maintenance, and a higher-graded supervisory teacher might earn a maximum of £20 plus maintenance for himself and his family.

The training of indigenous teachers is carried out at two institutions: a higher training institution at Keravat with ninety students, from which thirty-four teachers graduated during the period reviewed and took positions in Administration schools; and the new education centre at Dregerhafen, near Finschhafen, where twenty-six students were in their first year. The Administering Authority stated also that teachers' wives were being trained with a view to some being used as teacher-assistants in general women's welfare work.

Expenditure on education

The Council, at its fifth session, had noted a considerable increase in the expenditure on education from 1946-47 to 1947-48, but, noting that expenditure was still low, had recommended that the Administering Authority should undertake a further increase in expenditure in order to cope with the widespread illiteracy of the inhabitants and to provide for secondary and higher education and other cultural requirements.

At its seventh session, the Council, noting with satisfaction the increase in expenditure on education during 1948-49, had considered nevertheless that educational facilities provided were insufficient to meet the needs of the Territory.

During the period under review, the expenditure by Administration and missions on education (not including expenditure on school buildings) was £334,100 as compared with £348,592 in 1949-50. Expenditure by the Department of Education was £245,270 as compared with £242,031 in 1949-50, and educational aid to missions amounted to £63,650 as compared with £82,310 in 1949-50. The expenditure by missions on education amounted to £127,255 as compared with £148,233, in 1949-50.

Adult and mass education

Plans prepared for adult or mass education, according to the Administering Authority, provide for integrated work by a number of departments and include provisions for the utilisation of radio, films, publications and other media of mass communication. Work has continued in the Maprik education area and an area school was opened. The Female Education Division

established additional women's centres at Dregerhafen and Madang.

At its eighth session, the Council had recommended that the Administering Authority intensify its effort to expand the mass literacy campaign.

Indigenous art and culture

At its eighth session, the Council had noted with approval the steps taken by the Administering Authority to encourage the development of the indigenous art and culture, and hoped that the Administering Authority would continue its efforts in this direction.

In the report examined by the Council at its tenth session, the Administering Authority referred to the preceding year's report for information concerning these activities.

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

Policy and general

The representative of China noted with satisfaction the increase in the number of Administration and mission schools, but was nevertheless disappointed to find that there had been a reduction in the amount spent on education during the year under review. Although compulsory education was not possible at the present moment, he considered that the Administering Authority should undertake preliminary planning towards that end. He emphasized the necessity for compliance with the recommendation of the Council on scholarships abroad, and hoped that the Administering Authority would award as many scholarships as possible to indigenous students for secondary and higher education.

He further expressed the hope that the Administering Authority would devote more attention to meeting the needs of the Territory for teachers. He regretted the discrimination in the salaries paid to European and indigenous teachers, and requested information about the pay of Asian teachers and teachers of mixed blood.

The representative of Thailand hoped that the Administering Authority would further intensify its efforts to improve educational conditions, in particular by increasing the number of primary schools, by

establishing secondary schools as soon as possible, and by granting scholarships for study abroad.

The representative of the United Kingdom considered that, at the present stage, the Administration should give help and encouragement to the activities of the religious missions.

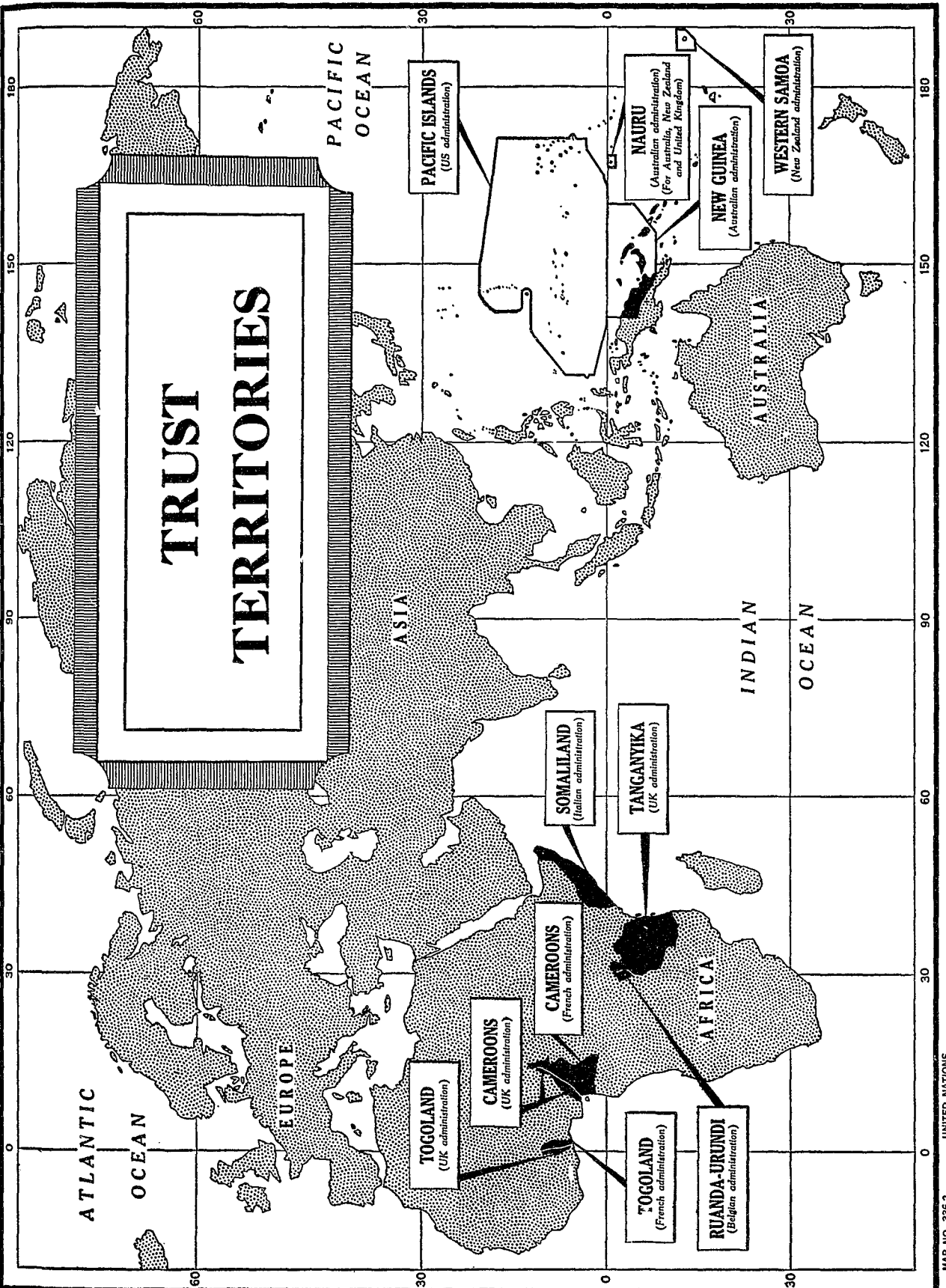
The representative of Iraq considered that the educational opportunities open to the indigenous inhabitants were of an inferior kind and offered them access only to menial or subordinate positions. He proposed that the Council should recommend that the Administering Authority put into effect at once a programme of school expansion.

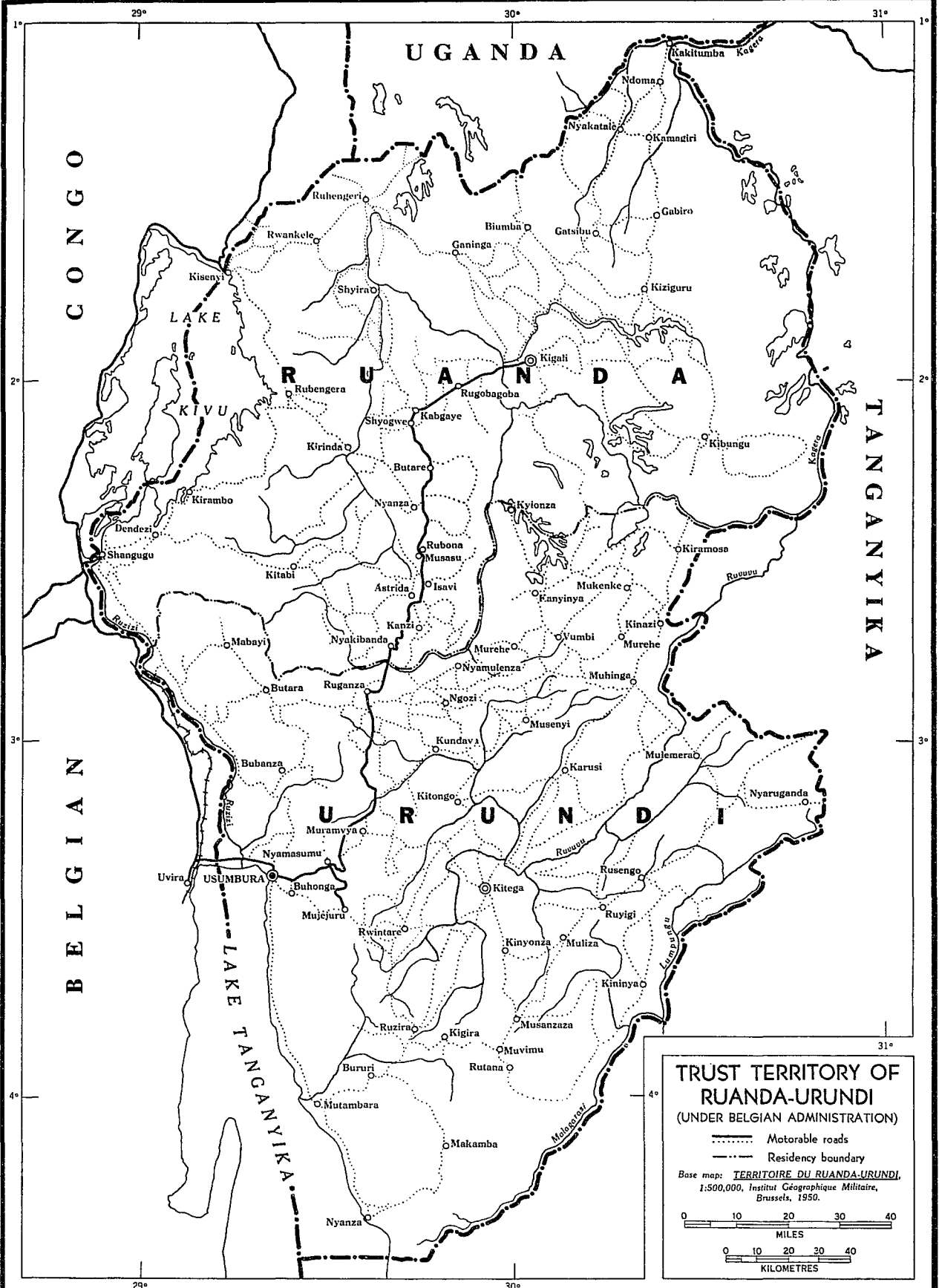
The representative of the Union of Soviet Socialist Republics noted that the educational situation was completely unsatisfactory, and that racial discrimination against the indigenous inhabitants was practised with regard to educational possibilities. The number of teachers has been considerably reduced during the period under review. The total expenditure for education in 1950-51 had been reduced by £14,492 as compared with the previous period reported upon. He considered that the Council should recommend that the Administering Authority take the necessary steps to provide universal primary education for the children of the Territory, and also make it possible for the indigenous inhabitants to receive secondary and higher education. He considered that the Council should also recommend that the Administering Authority increase its budgetary allocations for education and for other cultural purposes.

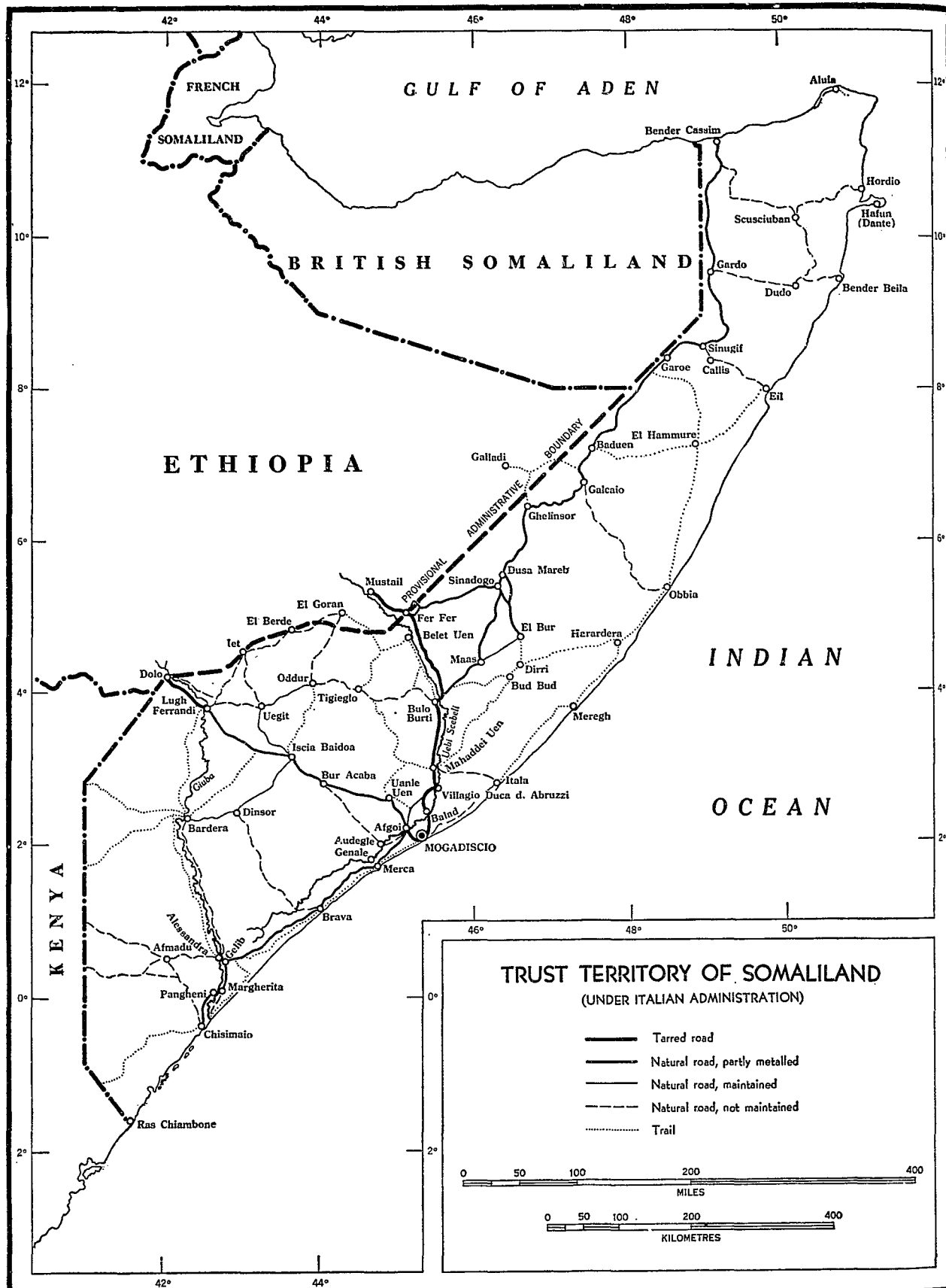
The representative of El Salvador requested that the Administering Authority endeavour to increase the number of schools and teachers and also increase the salaries paid to indigenous teachers. He also felt that there should be a systematic use of broadcasting and of the cinema.

The representative of the Administering Authority stated that, although at present a very large part of the school-age children were not attending school, it was the aim of the Administering Authority to expand the school system throughout the Territory. The factors which accounted for the present state of affairs were, first, the remoteness and inaccessibility of many areas; and, secondly, the fact that great numbers of the population were not as yet integrated into the developing economic life of the Territory.




TRUST TERRITORIES

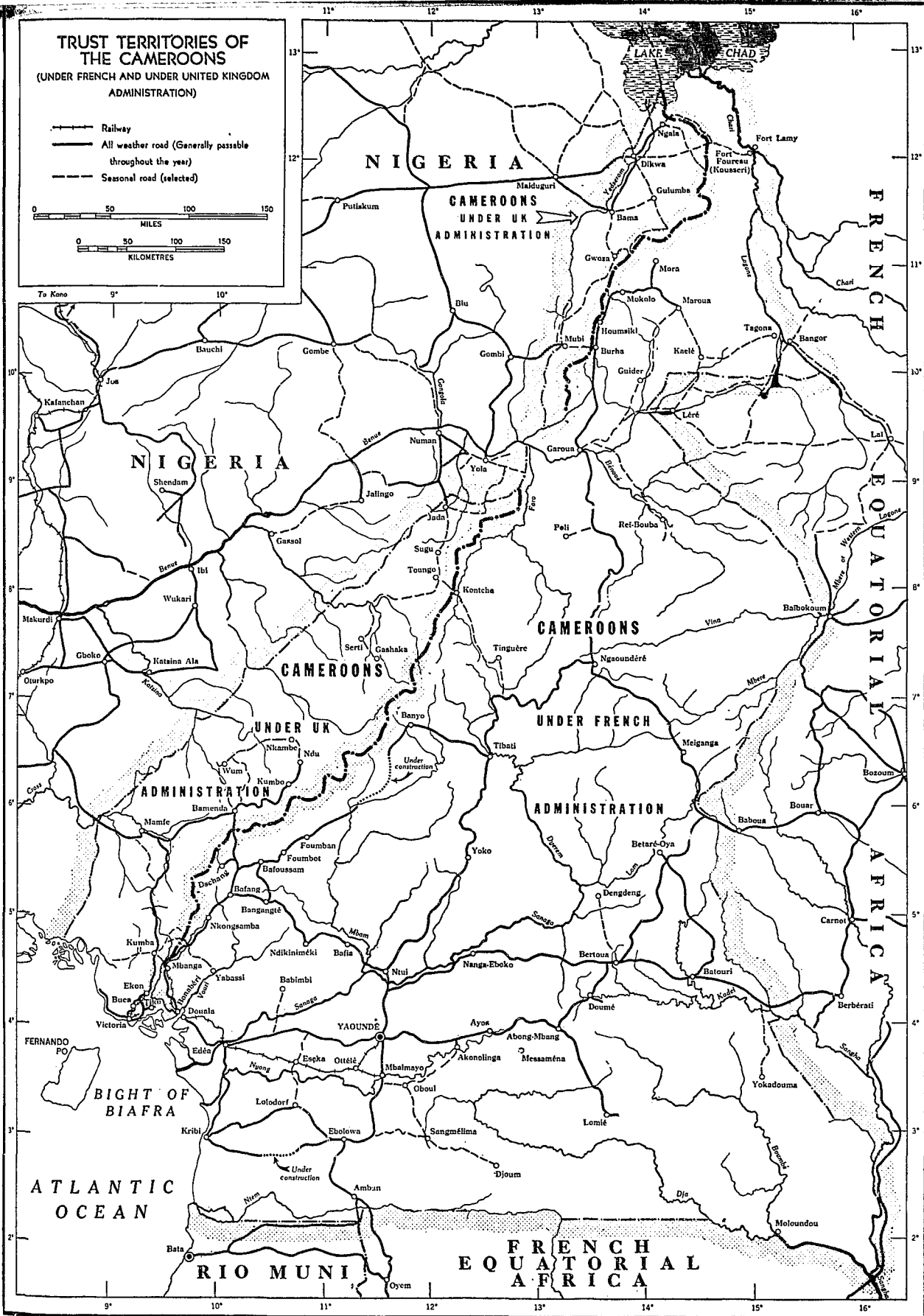
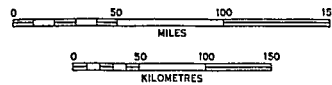


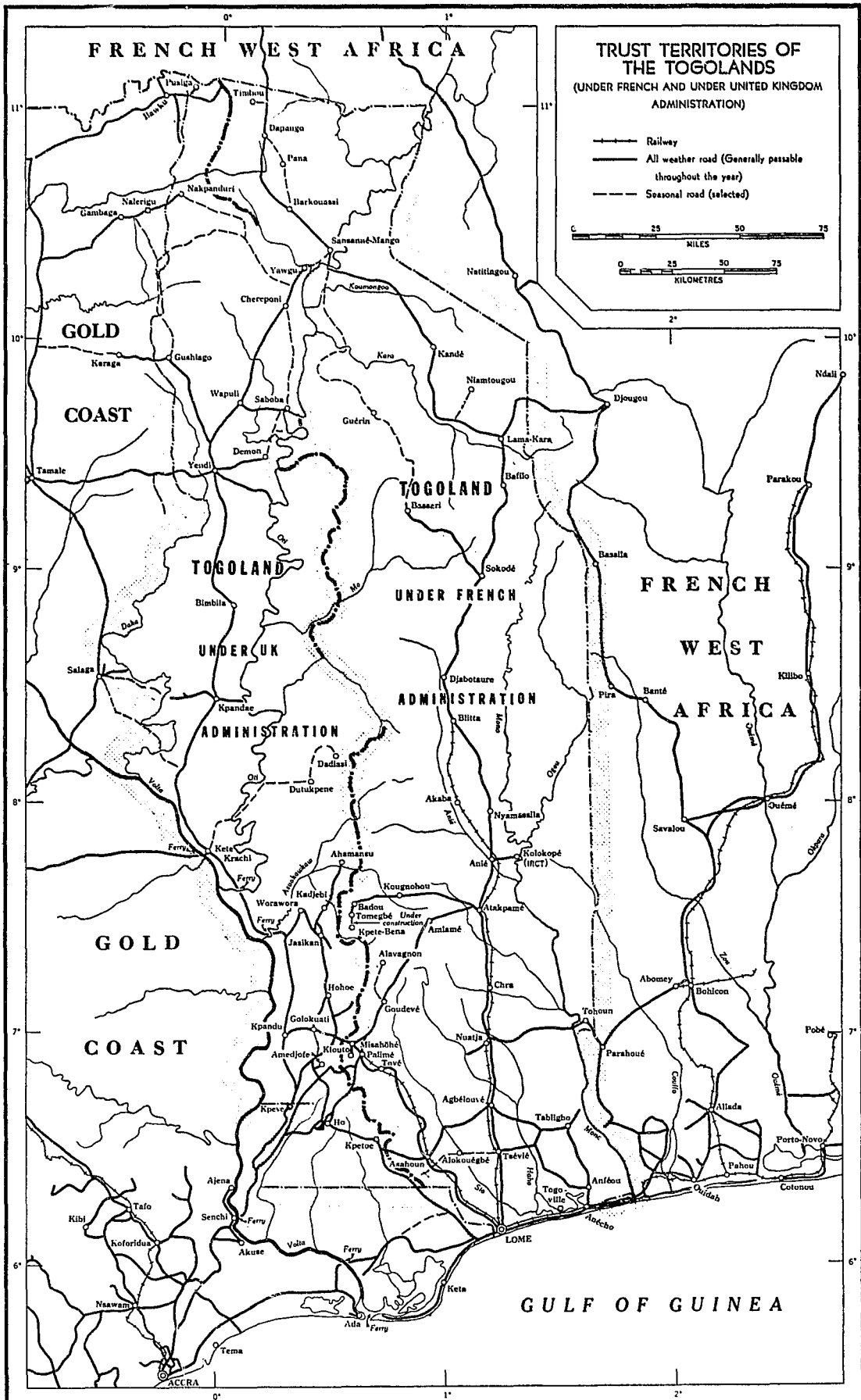




**TRUST TERRITORIES OF
THE CAMEROONS**
(UNDER FRENCH AND UNDER UNITED KINGDOM
ADMINISTRATION)

-  Railway
-  All weather road (Generally passable
throughout the year)
-  Seasonal road (selected)

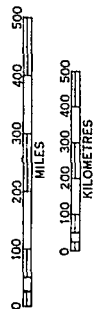




Territorial limit
District limit

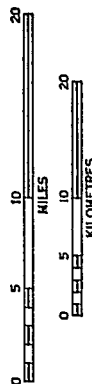
(These lines indicate the territorial area and the districts of jurisdiction. They are not to be interpreted as boundaries.)

Source: Report on the Administration of the Trust Territory of the Pacific Islands, U.S. Navy Department, Washington, D.C., July 1949.



TRUST TERRITORY OF WESTERN SAMOA (UNDER NEW ZEALAND ADMINISTRATION)

Base map: TRUST TERRITORY OF WESTERN SAMOA
Wellington, 1949.



— Road

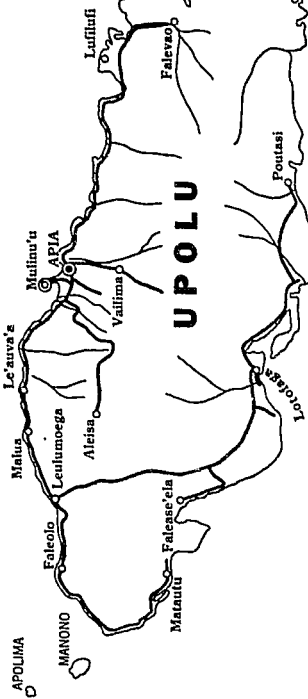
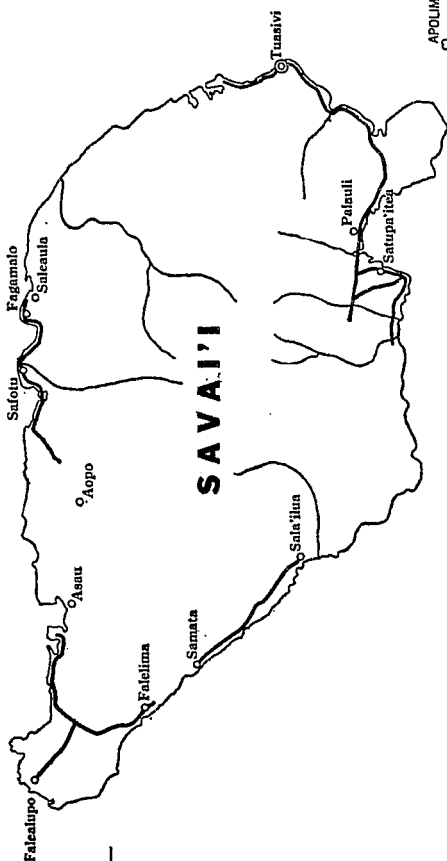
P A C I F I C

O C E A N

SAVA'I'I

P A C I F I C O C E A N

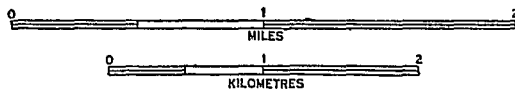
UPOLU



TRUST TERRITORY OF NAURU

(UNDER AUSTRALIAN ADMINISTRATION
FOR AUSTRALIA, NEW ZEALAND AND UNITED KINGDOM)

— Road



MAP NO. 347.1
SEPTEMBER 1952

UNITED NATIONS

