

**TRUSTEESHIP  
COUNCIL  
OFFICIAL RECORDS**



Friday, 22 June 1951, at 3.30 p.m.

FLUSHING MEADOW, NEW YORK

**C O N T E N T S**

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**President: Sir Alan BURNS (United Kingdom of Great Britain and Northern Ireland).**

Present:

The representatives of the following States members of the Trusteeship Council: Argentina, Australia, Belgium, China, Dominican Republic, France, Iraq, New Zealand, Thailand, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

The representative of the following State non-member of the Trusteeship Council: Italy.

The representative of the following specialized agency: United Nations Educational, Scientific and Cultural Organization.

**Examination of the annual reports of the Administering Authority on the Trust Territory of Ruanda-Urundi for the years 1949 and 1950 (T/784, T/784/Add.1 and T/912) (*continued*)**

[Agenda item 4 (c)]

1. Mr. SOLDATOV (Union of Soviet Socialist Republics) recalled that the special representative had stated at the preceding meeting, that, except in a case of manifest incompetence, the Administration accepted as a chief's successor the person designated according to custom, which meant, in practice, designated by the Chief, who chose his son. It would therefore appear that the succession was always hereditary in Ruanda-Urundi. It had, however, been stated in the 1948 report on the Territory<sup>1</sup> that the functions of the chiefs and sub-chiefs were not hereditary.

2. Mr. LEROY (Special representative for Ruanda-Urundi) explained that the functions of chiefs and sub-chiefs were not hereditary by absolute right. For example, the fact of being the eldest son of a chief did not imply an absolute right to the succession.

3. In reply to a question by Mr. SOLDATOV (Union of Soviet Socialist Republics), Mr. LEROY (Special representative for Ruanda-Urundi) explain-

<sup>1</sup> See *Rapport soumis par le Gouvernement belge à l'Assemblée générale des Nations Unies au sujet de l'administration du Ruanda-Urundi pendant l'année 1948*, Brussels, 1949.

ed that the idea of tribes was unknown in Ruanda-Urundi. Each of the two countries had a Mwami, as well as chiefs and sub-chiefs, each of whom exercised authority over a certain region.

4. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked which of its present powers the Belgian Administration intended to transfer to the indigenous authorities, under the plan of indigenous political reform.

5. Mr. LEROY (Special representative for Ruanda-Urundi) was not able to answer that question, as the draft decree on the subject was at present being studied by the Colonial Council and had not yet been promulgated.

6. Mr. SOLDATOV (Union of Soviet Socialist Republics) recalled the explanation of the purposes of the draft decree on political reform, to which the special representative had referred at the preceding meeting. He asked what measures had been taken, or would be taken in the near future, to make the political régime of the Territory more clearly democratic and to ensure greater participation of the indigenous authorities and the indigenous population in the administration of Ruanda-Urundi.

7. Mr. LEROY (Special representative for Ruanda-Urundi) pointed out that the Belgian Administration's past work was explained in its reports to the League of Nations Permanent Mandates Commission and later to the United Nations Trusteeship Council. Moreover, in his general statement (357th meeting), he had himself described the political progress achieved up to the first months of 1951. He had no other information about future measures than that which he had already given the Council. It seemed to him, however, that the contemplated reforms in the indigenous political structure, such as the creation of new councils on a partly elective basis, the reorganization of the existing councils, and the transfer of certain powers to the indigenous authorities, could be considered definite steps forward. The Belgian Government was therefore justified in referring, in the statement of purposes cited by the special representative, to new progress toward democratization of the Territory's political system.

8. Mr. SOLDATOV (Union of Soviet Socialist Republics) appreciated the fact that the special representative was unable to give any concrete information since the draft in question was still being studied, but he hoped that the Council would be kept informed of the Administering Authority's intentions in that very important matter.

9. He then asked the special representative for more information on two points raised in his general statement, concerning the *conseils de chefferie* and the Council of the Vice-Government-General.

10. Mr. LEROY (Special representative for Ruanda-Urundi) said that he did not have the information necessary for an exact description of the way the elections to the *conseils des chefferies* might eventually be held.

11. With regard to the Council of the Vice-Government-General, he said he had thought it worthwhile to point out that that body had noted with satisfaction in 1951 that the Administration had acted upon the wishes it had expressed in 1950. He had done that in order to show that, although the Council was an advisory body, it did exercise considerable influence over the life of the Territory and the legislation enacted.

12. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked what wishes the indigenous members of the Council had expressed and what action had been taken on them.

13. Mr. LEROY (Special representative for Ruanda-Urundi) said that, as the wishes were submitted by the Council as a whole, it was not possible to distinguish between those expressed by the indigenous members and those expressed by the other members. As far as he could recall, the wishes expressed by the Council in 1951 had dealt with a variety of questions, such as public works, agriculture and the anti-erosion campaign.

14. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked whether it would be possible for the members of the Council to see copies of the records of the meetings of the Council of the Vice-Government-General.

15. Mr. RYCKMANS (Belgium) explained that thus far the records had not been published, but he was quite prepared to transmit the USSR representative's request to his Government, if it was endorsed by the Trusteeship Council.

16. The Administering Authority would include fuller information on the wishes expressed by the Council of the Vice-Government-General and the action taken on them in its next report on the administration of Ruanda-Urundi.

17. In reply to a question from Mr. SOLDATOV (Union of Soviet Socialist Republics), Mr. LEROY (Special representative for Ruanda-Urundi) said that all the professional judges in the Territory were Europeans.

18. Mr. RYCKMANS (Belgium) explained that a professional judge had to be a doctor of law and that

as yet there were no indigenous inhabitants with that degree.

19. Mr. SOLDATOV (Union of Soviet Socialist Republics) recalled that the Governor-General of the Belgian Congo exercised certain legislative powers in Ruanda-Urundi, and asked how that could be reconciled with the special status of Ruanda-Urundi as a Trust Territory.

20. Mr. LEROY (Special representative for Ruanda-Urundi) said that it was quite natural for the Governor-General of the Belgian Congo to exercise certain legislative powers for Ruanda-Urundi as well as for the Belgian Congo, since the Act of 21 August 1925 had established an administrative union between the colony and the Trust Territory. At the same time, the Act provided that the Trust Territory should remain a separate legal entity and retain control over its own resources.

21. Mr. SOLDATOV (Union of Soviet Socialist Republics) noted from the 1949 report<sup>2</sup> that territorial Residents and Administrators were entitled to preside over the *tribuneaux de territoire* and the *tribuneaux de révision* and that the judges in the police courts and the Residency courts were also officials of the Administration. He wondered how that could be reconciled with the statement, also appearing in the 1949 report, that the Decree of 5 July 1948 had made considerable changes in the judicial organization of the Territory and had increased the separation between the executive and judicial powers.

22. Mr. LEROY (Special representative for Ruanda-Urundi) said that he had already pointed out that, following the promulgation of that Decree, which had come into force on 1 July 1949, the judicial organization of the Territory had undergone great changes in the direction of separation of powers, as was stated on page 29 of the 1949 report.

23. Mr. DAVIN (New Zealand) noted from the 1950 report<sup>3</sup> that the Territory's exports, which had been greater than its imports in 1946, had fallen below the imports by 74 million francs in 1949 and 92 million francs in 1950. Thus the Territory's favourable balance of trade had now become an adverse balance. He asked if the special representative could give the reasons for that deficit, which seemed to be mainly due to the decrease in cotton production, and if he could say what measures the Administration intended to take in order to remedy the situation.

24. Mr. LEROY (Special representative for Ruanda-Urundi) admitted that a considerable excess of imports was usually a dangerous sign, although in a territory like Ruanda-Urundi the large volume of imports might indicate an increase in the country's economic equipment. However, it could not be denied that the economic position in Ruanda-Urundi was fraught with serious

<sup>2</sup> See *Rapport soumis par le Gouvernement belge à l'Assemblée générale des Nations Unies au sujet de l'administration du Ruanda-Urundi pendant l'année 1949*, Brussels, 1950.

<sup>3</sup> See *Rapport soumis par le Gouvernement belge à l'Assemblée générale des Nations Unies au sujet de l'administration du Ruanda-Urundi pendant l'année 1950*, Brussels, 1951.

difficulties, which could not be easily solved. It was a poor country, far from the sea, consuming practically the whole of its agricultural production and relying on only four products — coffee, cotton, hides and minerals — for its exports.

25. Under the ten-year plan, the Administration intended to remedy that state of affairs through electrification, mechanization of the means of production, and diversification of the economic activity of the population by the introduction of new industries.

26. Moreover, since the Territory was always on the verge of famine, even though it consumed practically the whole of its agricultural production, steps would have to be taken to replace poor products which could not be exported by richer products which could be exported and thus enable the Territory to buy food.

27. The Administration also intended to develop manufacturing industries, using not only local products but also imported products. In the case of an overpopulated territory like Ruanda-Urundi, it was logical to export labour in the form of manufactured goods.

28. He did not think that the decrease in cotton production mentioned by the New Zealand representative had had great economic repercussions, as it had been offset by an increase in coffee production.

29. In reply to other questions from Mr. DAVIN (New Zealand) Mr. LEROY (Special representative for Ruanda-Urundi) said that no deposits of coal had been found in the Territory.

30. With regard to the campaign against caterpillars, he said that the Administration had simply applied a 1925 Ordinance, which provided that every farmer must destroy caterpillars throughout his property. The work was done mainly by hand because it had been found that insecticides had the disadvantage of destroying useful insects at the same time as the caterpillars.

31. Speaking of the dairies established in the Territory, he said that they were not a real monopoly; the Administration fixed the minimum price paid to indigenous inhabitants for the milk they supplied to the dairies, but they were free to sell the milk as they pleased.

32. In the case of the *Compagnie cotonnière de la Ruzizi* it had been necessary to grant a purchasing and processing monopoly because the cultivation of cotton was limited to a relatively small area.

33. In reply to further questions from Mr. DAVIN (New Zealand), Mr. LEROY (Special representative for Ruanda-Urundi) explained that the surplus of approximately 70 million francs in the budget for 1950 was mainly due to the inclusion of about 50 million francs from the equalization tax on the sale of coffee; that sum did not represent a real item of revenue. The remaining 20 million francs had accrued from exceptional exports of coffee and cassiterite, and from an increase in the price of cassiterite. The surplus would be used exclusively in the interests of the Territory.

34. He also explained that so far there had been no need to use the coffee stabilization fund because coffee prices had not stopped rising. Moreover, the fund

could play only a small part in stabilizing prices because its balance of 97 million francs covered a production of about 15,000 tons.

35. In reply to a question from Mr. SAYRE (United States of America), Mr. LEROY (Special representative for Ruanda-Urundi) said that the ten-year plan for the economic and social development of Ruanda-Urundi had been approved by the Ministry of the Colonies and would be published shortly. The plan was set forth in five books.

36. The first book, concerning the population and its needs, opened with a study of the density, distribution, composition and demographic statistics of the population, indigenous and non-indigenous. In that connexion, it was necessary to examine the problem of the constant increase of the indigenous population and its distribution. The draft plan therefore contemplated a regrouping of the population and the creation of administrative centres where civil registers could be kept, trade carried on, legal matters dealt with and medical care furnished. That task would obviously raise problems of town planning.

37. The book then dealt with the problems of manpower and food, particularly as regards the shortage of fats and proteins in the Territory. It provided for the preparation of a programme for soil conservation, reduction of livestock, and industrialization. It was proposed to remedy the shortage of fats by increasing the cultivation of groundnuts, soya and palm trees, and by developing fish-breeding and the production of cotton oil.

38. The Administering Authority had also examined such problems as water supply, clothing, housing and town planning. In the matter of public health, it had emphasized the importance of training indigenous medical and nursing personnel. The ten-year plan provided for the intensification of existing educational programmes, particularly as regards the education of women, the training of indigenous instructors and the employment of pupils who had had to curtail their studies. It also contemplated various measures relating to such matters as the press, radio, cinema, theatre, sports, libraries, study groups, social welfare, homes and orphanages.

39. The second part of the book dealt with the non-indigenous population and colonists, and examined the possibilities in industry, crafts and trade.

40. The first part of the second book, concerning the equipment of public services, dealt with the question of transport, taking into consideration the high density of the population, the orography and the small area of the Territory. Studies showed that road transport was the only form of transport economically possible for the Territory; the Administration was therefore planning large arterial roads, with a network of secondary roads. For water transport, it might be necessary to build an inland port at Usumbura. In regard to air transport, the plan provided for the improvement of existing airports to enable them to handle medium-weight aircraft.

41. The second book then dealt with town-planning and stressed the need for storing and preserving food-stuffs. It provided for the building of hangars, silos, granaries and warehouses. The Administration also planned studies in mapping and cadastral surveys, and research in geology, hydrology and meteorology. Lastly it intended to develop telecommunications.

42. The third book, concerning agricultural development, opened with a study of the soil, climate, land utilization and the classification of the natural regions in Ruanda-Urundi. The second part of the book dealt with the cultivation of foodstuffs and industrial crops, the organization of indigenous farmers and the exploitation of agricultural regions. It also dealt with forestry and contained, as an appendix, a monograph on the specific problem of the economic development of the Ruzizi plain and of Lake Tanganyika. The third part of the book was devoted to livestock breeding, fishing and fish-breeding.

43. The fourth book, concerning mining, industrial and trade development, dealt first with the export of the products of mines and the need to mechanize the means of production, organize road networks and perfect the supervision of mining exploitation. The second part of the book was a study of industrial and commercial development and stressed the important part played by the exports of coffee and cassiterite. Those exports were in fact fairly small because the greater part of the agricultural production was consumed in the Territory. It would therefore be advantageous to create such new industries as meat and its byproducts, fertilizers and sugar. In that connexion, the Administering Authority would endeavour above all to export labour in the form of manufactured goods rather than foster the emigration of workers. To that end, existing production would have to be further increased and new industries introduced. The ten-year plan stressed the importance of indigenous co-operatives, such as associations of cattle breeders, co-operatives of cotton and coffee producers, tourist hotels and public transport. The fourth book ended with a study of the electrification of the country, stressing in particular the need for building power stations on the Ruzizi River between Lakes Kivu and Tanganyika.

44. The fifth book, concerning development of scientific research, dealt with the work of two institutes: the *Institut de recherches scientifiques en Afrique centrale (IRSAC)* and the *Institut national pour l'étude agronomique au Congo belge (INEAC)*. IRSAC's ten-year plan provided for a study of the physical environment—geographical exploration, geological conditions, division of natural regions, meteorology, climatology, hydrobiology and natural vegetation; a study of natural conditions—vegetable, animal and microbiological; and a study of the population—physical anthropology, physiology, nutrition, human paleontology and social sciences. The last part of the programme concerned the priority to be given to those various studies. INEAC planned first a study of the development of food and industrial crops. It would then deal with the problems of the social advancement of farmers, rural housing and the organization of the

agricultural school in Rubenga. Lastly, it planned a study of the problems of livestock breeding and zootechny, agricultural zones, the classification of natural ecological regions and forestry.

45. Replying to a question from Mr. SAYRE (United States of America), Mr. LEROY (Special representative for Ruanda-Urundi) explained that the *Société de crédit au colonat* had been set up solely in order to assist settlers in the Territory, and did not grant loans to the indigenous inhabitants. The indigenous agriculturists who wished to borrow money could perhaps obtain it from the treasuries of the local districts. So far as he knew, no indigenous inhabitant had yet asked for a loan for agricultural purposes. The only loans granted had been for the building of houses in durable materials.

46. In reply to further questions from Mr. SAYRE (United States of America), Mr. LEROY (Special representative for Ruanda-Urundi) stated that the right to prospect in the Territory was granted not only to established mining companies, but also to any person who wished to prospect. Such persons had to prove that they would have 500,000 francs at their disposal during the first two years, which necessarily restricted the number of prospectors.

47. The tables on pages 59 and 208-212 of the 1950 report gave figures relating to personal taxes on mining concessions, licences for prospecting, mining royalties and income from the Territory's participation in the profits of mining companies. He did not know the exact amount of the export taxes on minerals but thought that the total income from mining amounted to approximately 36 to 37 million francs.

48. Mr. RYCKMANS (Belgium) explained that the shares referred to in the table on page 58 of the 1950 report had been given to the Government of the Territory as royalties for mining concessions.

49. Mr. SAYRE (United States of America) wished to know why chiefs and sub-chiefs were exempted from the head tax, as stated on page 63 of the same report.

50. Mr. RYCKMANS (Belgium) recalled that the head tax was not a tax on income. From the beginning, it had been imposed in order to encourage the indigenous inhabitants to work and thus contribute to public expenditure. The chiefs and sub-chiefs, and the officers and men of the police force obviously could not do work in addition to their duties, in order to pay the tax. It was therefore natural that they should be exempted. That had been the situation even when the chiefs and sub-chiefs were not paid by the Administration. Now that they were paid, they were still exempted in view of the fact that they devoted all their time to public affairs. They were not, however, exempted from the cattle tax, which was a form of income tax.

51. Mr. SAYRE (United States of America) wished to know why the salaries of chiefs and sub-chiefs had been fixed in the way described on page 63 of the report. He wondered whether that method did not cause chiefs to discourage emigration from their districts or to encourage an overstocking of cattle.

52. Mr. LEROY (Special representative for Ruanda-Urundi) explained that the Administration had decided on the system because it felt that, the more important the duties and responsibilities of a chief, the higher his salary should be; and that, further, the collection of a tax was facilitated when the chief benefited from its collection. There had never been any question of discouraging emigration or of overstocking of cattle.

53. Mr. SAYRE (United States of America) asked whether indigenous producers of coffee were represented by their own people on the *Comité de gestion de l'Office des cafés indigènes du Ruanda-Urundi* (OCIRU), mentioned on page 68 of the report.

54. Mr. LEROY (Special representative for Ruanda-Urundi) believed that the two representatives of the indigenous producers on that committee were indigenous inhabitants. He would supply additional information on the question, and especially on the way in which the representatives were chosen, at the next meeting.

55. Mr. LAURENTIE (France) wished to know to what extent officials, contract workers and peasants had profited from the economic advancement of the Territory during the past two years.

56. Mr. LEROY (Special representative for Ruanda-Urundi) said he could only give examples. Some years previously all the indigenous state employees had gone to work on foot. Now they nearly all used bicycles or even motorcycles. Members of their families, who had formerly been rather scantily dressed, now dressed very well. Their homes were well kept and they had typewriters, cameras, gramophones and fountain pens. Their food was more varied and they bought rather expensive imported goods.

57. The standard of living of contract workers had improved in the same way, although to a lesser extent. They dressed much better and wore shoes, their food was more varied and they lived in more comfortable houses. Unfortunately, the consumption of imported beer was increasing.

58. The advancement of the peasant was of a different type. He devoted the money he saved to buying cattle with a view to raising his social status and increasing his prestige. He dressed better, but did not care to change his way of living.

59. Mr. LAURENTIE (France) recalled that in 1948 the United Nations Visiting Mission to East Africa had noted in its report on Ruanda-Urundi<sup>4</sup> that the cultivation of pyrethrum and quinine was well developed; however, then, as at present, there had been no export market for those products. He wished to know whether the Administration did not consider that the expenses incurred in growing those crops were out of proportion to their benefit to the indigenous population.

60. Mr. LEROY (Special representative for Ruanda-Urundi) replied that the crops were of such benefit to the indigenous population that the Administration

would continue to encourage them, even if it was impossible to export them.

61. Mr. MATHIESON (United Kingdom) wished to know the respective functions of the *Compagnie de la Ruzizi*, the *Société cotonnière*, the *Comptoir de vente des cotons du Congo*, the *Caisse de réserve cotonnière* and the *Comité de gérance*, mentioned on pages 77 and 78 of the 1950 report.

62. Mr. RYCKMANS (Belgium) recalled that the last decree on the organization of the cotton industry allotted all the profits from the cultivation of cotton to the indigenous inhabitants. Formerly, the ginning companies had bought the raw cotton from the indigenous inhabitants and sold the ginned cotton for their own profit. At the present time the indigenous cotton-grower handed over his produce to the *Société cotonnière*, which paid him an instalment on the price. The company was responsible for ginning the cotton in return for the normal business profit, and sent the cotton to the *Comptoir de vente des cotons du Congo*, which, after deducting the usual commission, deposited the proceeds of the sale with the *Caisse de réserve cotonnière*. Lastly, the *Caisse de gérance*, had charge of the sale and of the distribution of the proceeds to the producers, who then received the balance due to them from the sale of their produce.

63. Mr. MATHIESON (United Kingdom) asked whether the Administration had considered including representatives of cotton producers on the *Comité de gérance*. Indigenous producers were represented on the *Comité de gestion de l'Office des cafés indigènes du Ruanda-Urundi*.

64. Mr. LEROY (Special representative for Ruanda-Urundi) believed that there had been no indigenous producer qualified to become a useful member of the *Comité de gérance* when the *Caisse de réserve cotonnière* was set up in 1943. The position had not been the same when the *Comité de gestion de l'Office des cafés indigènes* was established. It was possible that the membership of the *Comité de gérance de la Caisse de réserve cotonnière* would be changed if the structure of the organization were modified.

65. Mr. RYCKMANS (Belgium) explained that the representatives of the cotton companies sat as experts on the *Comité de gérance*. Moreover, the *Caisse de réserve cotonnière* was an equalization fund like the *Caisse de compensation de l'Office des cafés indigènes*, and the indigenous inhabitants' interests were protected by the Administration representatives. He noted the United Kingdom representative's remarks, and was sure that the Administration would not have any objection to the inclusion of representatives of cotton producers on the body entrusted with liaison between the Ruanda-Urundi cotton producers and the *Caisse de réserve cotonnière*.

66. Mr. MATHIESON (United Kingdom) noted that the process adopted by the *Caisse de compensation de l'Office des cafés indigènes* for accumulating a reserve fund was different from that adopted by the *Caisse de réserve cotonnière*. He wished to know why different methods were used.

<sup>4</sup> See *Official Records of the Trusteeship Council, Fourth Session, Supplement No. 2.*

67. Mr. LEROY (Special representative for Ruanda-Urundi) believed that that difference was explained solely by the fact that the Administration's ideas had been more advanced when the more recent of those organizations was set up.

68. Mr. MATHIESON (United Kingdom) was surprised to note that Finland had an important place among the importers of goods from the Territory, although the Territory did not import goods from Finland.

69. Mr. RYCKMANS (Belgium) explained that Finland had bought coffee worth 14 million francs from Ruanda-Urundi, probably as a result of a commercial agreement between Belgium and Finland.

70. Mr. SOLDATOV (Union of Soviet Socialist Republics) wished to have some information on the budgetary autonomy of the Territory.

71. Mr. LEROY (Special representative for Ruanda-Urundi) explained that the budget of Ruanda-Urundi was absolutely independent of that of Belgium and of the Belgian Congo; it dealt solely with the revenue and expenditure of the Territory.

72. Replying to a question from Mr. SOLDATOV (Union of Soviet Socialist Republics) as to whether the activities of the *Compagnie de la Ruzizi* were restricted to the buying and processing of raw cotton and whether that company owned plantations, Mr. LEROY (Special representative for Ruanda-Urundi) explained that the *Compagnie de la Ruzizi* in practice dealt solely with the processing of cotton, although it owned a coffee plantation of several hectares in the Ruzizi valley. It did not, however, own any cotton plantations. He would try to give more detailed information on the question later.

The meeting rose at 6 p.m.