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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 Togoland under French administration for the years 1949 and 1950 (T/785, T/907 and T/907/Corr.1) (*continued*)

[Agenda item 4 (g)]

At the invitation of the President, Mr. Montel, special representative of the Administering Authority for the Trust Territory of Togoland under French administration, took his place at the Council table.

1. In reply to a question from Mr. DE ANTUENO (Argentina) on the possible adoption of a labour code for the Territory, Mr. PIGNON (France) said a draft law establishing a labour code for French overseas territories had been adopted by the Assembly of the French Union and approved by the National Assembly. Its approval by the Council of the Republic was still pending, but would not be delayed in view of the importance attached by public opinion to the measure. The draft law could not yet be considered final, since the Council of the Republic had the right to amend it.

2. Mr. DE ANTUENO (Argentina) asked whether any steps had been taken by labour unions to participate in studies of such questions as old age pensions, as recommended by the Council at its seventh session;¹ or, if not, whether the Administering Authority had taken any steps in that connexion.

¹ See *Official Records of the General Assembly, Fifth Session, Supplement No. 4*, p. 93.

3. Mr. PIGNON (France) said there was no system of old age pensions in the Territory.

4. In reply to a question from Mr. DE ANTUENO (Argentina), Mr. MONTEL (Special representative for Togoland under French administration) stated that the minimum basic salary of a European worker was 25,000 francs and that of an indigenous worker 17,925 francs.

5. Mr. DE ANTUENO (Argentina) requested that a copy of the agreement regulating the minimum salaries for European workers should be included in a later report, for purposes of comparison.

6. With regard to collective bargaining contracts, he asked whether the parties to the contract were trade unions and, if so, whether they represented European or indigenous workers, or both.

7. Mr. MONTEL (Special representative for Togoland under French administration) replied that the collective bargaining contract was a model to which individual contracts must conform. He was not sure exactly how the collective contract had been negotiated in Togoland, but he could say that the employers' association had been put in touch with a group of trade unions through the intermediary of the labour inspection service of the Administration.

8. In answer to Mr. DE ANTUENO (Argentina), who asked whether the minimum salaries established for each category of workers were not also in fact the maximum paid, Mr. MONTEL (Special representative for Togoland under French administration) said that that was not always true. Certain employers did pay their workers more than the minimum, particularly employees who might be regarded as coming between two categories.

9. In reply to further questions from Mr. DE ANTUENO (Argentina) as to the payment of salaries in kind, Mr. MONTEL (Special representative for Togoland under French administration) explained that some workers were provided with board and lodging, the value of which was deducted from their cash salaries. In such cases, visits of inspection were made by the labour inspection service to make sure that the worker

was not being exploited. Moreover, if the worker had any complaint, he could bring it to the labour inspector or his local representative.

10. In answer to questions from Mr. HENRIQUEZ UREÑA (Dominican Republic), Mr. MONTEL (Special representative for Togoland under French administration) stated that the Territory had three newspapers, all of which were published by the indigenous inhabitants. *Le Togo français* was a general daily newspaper with a circulation of about 1,000 copies. The other two newspapers were published by the Territory's two political parties at irregular intervals; each had a circulation of about 500 copies. All the papers were published in French.

11. With reference to the classes of juvenile delinquents sent to the rehabilitation centre at Tové, he explained that the centre was open to all delinquents between the ages of thirteen and eighteen, but those between thirteen and fifteen were frequently entrusted by the court to their parents' care.

12. In reply to questions from Mr. HOUARD (Belgium), Mr. MONTEL (Special representative for Togoland under French administration) said that the figures given on page 137 of the 1950 report² for the local budget and for the budget for FIDES (*Fonds d'investissement pour le développement économique et social des territoires d'outre-mer*) represented the total budget for public health, but that special additional credits might be allocated to it during the financial year. The amount of such special credits varied from year to year; in 1950 it had been 5 million francs.

13. The mobile public health service was primarily concerned with preventive medicine. Its activities were many and varied. Among other things, it compiled a medical census of the population and vaccinated the whole population whenever an epidemic broke out. In addition, it studied the principal endemic diseases: malaria, trypanosomiasis and leprosy. Medical statistics were established indicating the progress made in combating such diseases as trypanosomiasis and leprosy. The mobile units also advised the indigenous inhabitants on such matters as rural hygiene and the digging of wells, and established statistics of the birth rate and death rate.

14. In answer to questions from Mr. SCOTT (New Zealand), Mr. MONTEL (Special representative for Togoland under French administration) said that leprosy was not a serious problem. The Territory had two leper colonies, in which lepers were given treatment in conditions resembling those of normal tribal life.

15. The apparent increase in cases of malaria was due mainly to the increased activity of the mobile health units, which had brought a number of cases to light. Malaria did, however, assume serious proportions in the Territory and all dispensaries and medical posts were equipped to treat it. Medicine for it was also distributed by the mobile health units.

² See *Rapport annuel du Gouvernement français à l'Assemblée générale des Nations Unies sur l'administration du Togo placé sous la tutelle de la France, année 1950.*

16. One of the tasks of the mobile health units was to clear up the mosquitoes' breeding grounds. Their efforts were supplemented by those of the Administration.

17. With reference to the steps taken to increase the number of doctors in the Territory, he explained that doctors could receive their training either in France or at the medical school at Dakar. As indicated in the 1950 report (p. 131), twenty students were at present following courses, most of them in France. The medical school at Dakar now gave the same training and degrees as French universities. True, the number of doctors in the Territory was small, but they were assisted by nurses and health officers, so that altogether there were some 791 people in the health service, not counting midwives and visiting nurses. In a few years, many more doctors in the Territory would have completed the five-year course of study, and would hold the State diploma. There were in addition some doctors in private practice.

18. Mr. Shih-shun LIU (China) asked whether wage increases had been proportionate to the increase in the cost of living, and whether there were any special cost-of-living allowances.

19. Mr. MONTEL (Special representative for Togoland under French administration) replied that ordinances were issued from time to time providing for increases in the statutory minimum wages. There was therefore no need for cost-of-living allowances.

20. In reply to a question by Mr. SUPHAMONGKHON (Thailand), Mr. MONTEL (Special representative for Togoland under French administration) said he considered that the minimum wages in relation to average prices of consumer goods provided adequate means of subsistence.

21. Mr. SUPHAMONGKHON (Thailand) had calculated that the minimum wage for a worker in the first category was about 125 francs per day and that 50 francs per day was needed to feed the worker himself. He asked whether a family could live on 75 francs a day.

22. Mr. MONTEL (Special representative for Togoland under French administration) explained that some workers received family allowances, and that in any case 75 francs would probably be sufficient to keep a worker's family.

23. In reply to a further question by Mr. SUPHAMONGKHON (Thailand), Mr. MONTEL (Special representative for Togoland under French administration), explained that the hospital at Lomé was the only completely equipped medical establishment in the Territory, but that patients could be accommodated at a number of medical centres, which also had hospital beds.

24. There was no differentiation between Europeans and indigenous inhabitants with regard to admission to hospitals, but the hospital fees varied. The indigenous inhabitants could enter the European hospital if they could afford to pay the fees.

25. Mr. SUPHAMONGKHON (Thailand) asked whether the army doctors, who represented the major-

ity of the physicians in the Territory, treated civilians.

26. Mr. MONTEL (Special representative for Togoland under French administration) explained that the overseas medical corps consisted mainly of army doctors, who treated civilians and military personnel without distinction. There was, however, a project under way for converting these military doctors into civilian doctors.

27. Mr. DE ANTUENO (Argentina) wished to know why the duration of labour contracts should not be less than three months or more than two years.

28. Mr. MONTEL (Special representative for Togoland under French administration) stated that the purpose of the three-month minimum was to enable an employee to earn a sufficient amount of money, and that the maximum of two years was the normal duration of a contract in French West Africa.

29. Mr. PIGNON (France) further explained that the purpose of the two-year maximum was to protect the worker, in order that he might obtain the benefit of any favourable changes in the labour market.

30. Mr. DE ANTUENO (Argentina) asked whether employees had to renew their contracts on the expiry of the two-year period.

31. Mr. MONTEL (Special representative for Togoland under French administration) stated that contracts could be renewed automatically, unless either of the parties objected.

32. Mr. DE ANTUENO (Argentina) asked whether the commission paid by some enterprises to their employees represented an integral part of the employee's wage and whether employees received a percentage of the profits of the enterprise.

33. Mr. PIGNON (France) explained that employees were entitled to request payment of their commission at least once a year. By common agreement between the employer and employee, however, the commissions might be allowed to accumulate for several years, if the employee so wished.

34. Mr. DE ANTUENO (Argentina) asked for some particulars concerning the penalty for violations of legislation on the length of the working day.

35. Mr. MONTEL (Special representative for Togoland under French administration) assured the Argentine representative that the necessary measures were taken in respect of violations of all labour regulations.

36. Mr. DE ANTUENO (Argentina) asked whether there were provisions for special payment for overtime on week days and holidays and whether there was any limitation on the number of working hours for which overtime would be paid.

37. Mr. MONTEL (Special representative for Togoland under French administration) replied that overtime was always paid, but usually at the same rate as ordinary working hours. No more than three hours of overtime were allowed per day.

38. In reply to a question by Mr. SAYRE (United States of America), Mr. MONTEL (Special repre-

sentative for Togoland under French administration) said that no newspaper in the Territory had been suppressed by administrative decision. The provision referred to by the United States representative related to publications which were contrary to morality or public order. There was no legislation to prevent the publication of a newspaper in an indigenous language.

39. Mr. SAYRE (United States of America) wished to know whether a bill concerning social security measures had yet been submitted to the French Parliament or whether any similar legislation was being studied.

40. Mr. MONTEL (Special representative for Togoland under French administration) replied that the adaptation of the French social security system to Togoland was being studied, but that financial difficulties, the absence of civil registration and the facts that most of the indigenous inhabitants were agricultural workers made it unlikely that the system would be introduced into the Territory in the near future. Workers were covered by free medical services in respect of accidents at work. Moreover, international labour conventions and the French labour code would be included in a labour code adapted to overseas territories, which was under consideration.

41. In reply to another question by Mr. SAYRE (United States of America), Mr. MONTEL (Special representative for Togoland under French administration) explained that the *postes permanents* were first-aid centres usually staffed by nurses and used for cases which did not require the services of a hospital or dispensary.

42. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked what steps the Administering Authority was taking to suppress the practice of handing over persons to others as pledges for debts.

43. Mr. MONTEL (Special representative for Togoland under French administration) assured the USSR representative that persons guilty of such offences were punished under penal law.

44. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked for particulars with regard to the amounts paid for brides by the indigenous inhabitants.

45. Mr. MONTEL (Special representative for Togoland under French administration) replied that customs with regard to dowries varied considerably and stated that a study of the best method of eliminating the practice was in progress.

46. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked whether the Administering Authority intended to replace the head tax by some system which took into account the inhabitants' capacity to pay.

47. Mr. MONTEL (Special representative for Togoland under French administration) pointed out that there were at present several categories of taxpayers. It was extremely difficult to verify individual incomes, but it was hoped that a general income tax system could be set up when civil registration was further developed.

48. In reply to further questions by Mr. SOLDATOV (Union of Soviet Socialist Republics), Mr. MONTEL (Special representative for Togoland under French administration) replied that the figure of unemployed persons for 1950 was approximately 156, and referred mainly to Lomé, since there was little if any unemployment among the agricultural workers.

49. The Administration gave no monetary assistance to the unemployed, but members of trade unions were assisted by the union unemployment funds. Social welfare associations and the labour inspection service made every effort to find work for the unemployed.

50. Mr. PIGNON (France) amplified the special representative's remarks by pointing out that there was obviously no unemployment crisis in Togoland. The few unemployed persons were always assisted by the labour inspection and social welfare services. The prevailing situation in Togoland did not make it possible to extend the French security system to that Territory immediately.

51. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked what was the reason for the very high rate of infant mortality, namely 76.8 per thousand, which was one of the main causes of the decrease in Togoland's population.

52. Mr. MONTEL (Special representative for Togoland under French administration) said that the high rate of infant mortality was mainly due to the climate, lack of hygiene and various ancestral customs practised at childbirth. The Administration was greatly concerned with that question and had appointed fully qualified midwives to the main medical centres; they were now helping to train midwives from the bush.

53. Mr. SOLDATOV (Union of Soviet Socialist Republics) referred to pages 279 and 282 of the 1949 report³, which showed that in the Lomé and Tsévié areas hospital beds were available in the proportion of one for every 66 Europeans and one for every 500 indigenous inhabitants; at Atakpamé the proportion was one for every 1,600 indigenous inhabitants. He asked what were the reasons for that kind of racial discrimination in medical services.

54. Mr. MONTEL (Special representative for Togoland under French administration) said that the distinction drawn between beds for Europeans and Africans was only a matter of definition. Medical centres were open to all without any discrimination and there was no segregation. Some of the medical centres in the bush were not considered suitable for Europeans, so that only Africans used their facilities. Europeans could receive the care they required at the Lomé and Sokodé hospitals, for instance, but those were also open to Africans.

55. Mr. SOLDATOV (Union of Soviet Socialist Republics) said that the special representative's reply only showed that, in addition to racial discrimination, there was also discrimination based on wealth.

³ See *Rapport annuel du Gouvernement français à l'Assemblée générale des Nations Unies sur l'Administration du Togo placé sous la tutelle de la France, année 1949.*

56. Turning next to the need for newspapers in the vernacular, he said that that question should not be governed by purely commercial considerations, because it was of great importance to the political and general cultural development of the population. Since the Administering Authority had definite responsibilities in that field, he asked what assistance it gave towards the publication of newspapers and other literature in the vernacular.

57. Mr. MONTEL (Special representative for Togoland under French administration) said that no publisher had thus far asked for help from the Administration for any publication in the vernacular. If such a request had been made, the Administration would certainly have given the necessary authorization. It was mainly a question of money, because newspapers in French had a much larger circulation than could ever be achieved by a newspaper in the vernacular. That was why no request had ever been made for authorization to publish a newspaper in the vernacular.

58. In reply to a further question by Mr. SOLDATOV (Union of Soviet Socialist Republics), Mr. MONTEL (Special representative for Togoland under French administration) said that the Administering Authority gave no assistance to the three newspapers published in French which he had mentioned in reply to an earlier question asked by the representative of the Dominican Republic.

The meeting was suspended at 4.35 p.m. and was resumed at 4.55 p.m.

59. Mr. SCOTT (New Zealand) noted from pages 147 and 152 of the 1950 report that about 30 per cent of children of school age were attending primary schools and asked what difficulties prevented the Administering Authority from increasing that percentage.

60. Mr. MONTEL (Special representative for Togoland under French administration) said that although the existing percentage of 30 was high in comparison with other African territories, the Administering Authority was not satisfied with it. Two difficulties had to be solved. First, more schools had to be built; for that purpose, the ten-year development plan had allocated considerable funds. Secondly, a sufficient number of teachers had to be trained, which required time. There again, however, appropriate measures had been taken and it was hoped that within five years nearly all children of school age would be attending school.

61. Mr. SOLDATOV (Union of Soviet Socialist Republics) inquired about the rate of illiteracy in the Territory.

62. Mr. MONTEL (Special representative for Togoland under French administration) said he could give no precise figures as no statistics were available on the subject. However, judging from the number of children and adults attending schools and special courses, and the number of those who had taught themselves to read and write, he thought that the rate of illiteracy was just over 50 per cent. Information on that point could be supplied in the following report.

63. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked whether the Administering Authority had taken any steps to introduce instruction in the vernacular.

64. Mr. PIGNON (France) said that the question of instruction in the vernacular had assumed political importance in Togoland. The request for such instruction made by the *Comité de l'Unité togolaise* had aroused many protests from Moslem tribes in the North, which said that they would accept instruction only either in French or in their own languages. In April 1950 the Representative Assembly had recommended that three languages should be chosen — Ewe for the southern and central parts of Togoland, and Cotocoli and Haoussa for the North. Those languages had since been used for classes in ethics, singing and physical training and also in certain writing exercises. Courses for adults had been opened in various centres. In March 1951 the *Commissaire de la République* had made a report to the French Government on the results of that experiment, which by then had been going on for nearly a year. Togoland seemed to be the least suitable African country for experiments in that field, because it had forty-four different dialects on which hardly any books were available. Furthermore, the grammar of those dialects was so complicated that they were much more difficult to learn than a fully developed language. The initial interest shown by students had soon vanished and during the 1949-1950 scholastic year the number of pupils studying local dialects at the *Collège* at Lomé had dropped from 115 to 10. However, an advisory committee which had met at Ho had clearly expressed itself in favour of instruction in the vernacular, and the *Commissaire de la République* had therefore asked the Representative Assembly to appoint a commission to examine what could be done in that field.

65. The French Government had adopted a most liberal attitude regarding the teaching of local languages. However, it did not wish such teaching to be compulsory because that would prejudice the future of children who could obtain higher education only in European languages. On the other hand, the French Government favoured mass education in the vernacular for adults.

66. Mr. SOLDATOV (Union of Soviet Socialist Republics) said it appeared from the statement made by the French representative and from other information available on the subject, such as the report of the United Nations Visiting Mission to Trust Territories in West Africa (1949)⁴, that the people of Togoland wanted to receive instruction in the vernacular. It was the duty of the Administering Authority to do its utmost to meet that desire.

67. In reply to a question by Mr. HOUARD (Belgium), Mr. PIGNON (France) confirmed that the intellectual élite of the Territory and the political leaders of both parties were definitely in favour of instruction in the vernacular. The main bulk of the

population was, for the time being, indifferent to the question, but they would doubtless be led by the intellectual élite and the Administering Authority was therefore doing its best to meet the desire for instruction in the vernacular.

68. Mr. Shih-shun LIU (China) asked whether there was any difference in the extent to which the vernacular was used in public and private schools.

69. Mr. MONTEL (Special representative for Togoland under French administration) replied that the situation was much the same in public and private schools. The latter were under the supervision of the Director of Education and were asked to conform to the standards set by him so that there should be some uniformity in the education given throughout the Territory.

70. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked what the Administering Authority had done to promote the study of the indigenous culture, what books had been published on the subject and what assistance was given to persons or organizations engaged in studying that culture.

71. Mr. MONTEL (Special representative for Togoland under French administration) said that the *Institut français d'Afrique noire*, which had a branch at Lomé, was studying all aspects of African culture, such as languages and customs. Missions and private persons were also studying African culture and many books on the subject had been published.

72. In reply to a further question by Mr. SOLDATOV (Union Soviet Socialist Republics), Mr. MONTEL (Special representative for Togoland under French administration) confirmed that the *Institut* was a strictly public organization, financed by the Government.

73. In reply to a question by Mr. SOLDATOV (Union of Soviet Socialist Republics), Mr. PIGNON (France) said that he would gladly arrange for the various publications and works of the *Institut* to be sent regularly to the Council.

74. Mr. SAYRE (United States of America) was glad to note the overall increase in the number of children attending school during the past few years. He wondered, however, what had caused the decrease in the number of pupils attending secondary schools from 880 in 1949 to 835 in 1950.

75. Mr. MONTEL (Special representative for Togoland under French administration) said that he did not know the exact reason for the decrease. There were always some pupils who did not complete the course, either because they were unable to do so or because they had failed in one of the early examinations. There was also a fairly large number of French pupils in the secondary schools who returned to France when their parents went home on leave. For those and other reasons the figures were apt to fluctuate; by 1951 there might well be an increase over the figure for 1949.

76. Mr. SAYRE (United States of America) understood that the decrease might be purely fortuitous but

⁴ See *Official Records of the Trusteeship Council, Seventh Session, Supplement No. 2, Report on Togoland under French Administration.*

hoped that some explanation would be given in the report for 1951 if no corresponding increase was shown by then.

77. He recalled that the Trusteeship Council had always taken a great interest in the training of indigenous teachers in the Trust Territories and asked what progress was being made at the new teacher-training college that had been set up at Atakpamé.

78. Mr. MONTEL (Special representative for Togoland under French administration) replied that there were two categories of students at the new college: those who were training to become teachers, and those who were already teachers but wished to study further in order to obtain higher posts. As far as he could recall, there were approximately fifty students at the college, which meant that about fifteen or twenty assistant teachers would be trained each year.

79. In reply to a question by Mr. HOUARD (Belgium) regarding the budgetary appropriations for education, Mr. PIGNON (France) explained that, in general, recurring expenditure was borne by the local budget and funds for capital investments were supplied by the Administering Authority.

80. Mr. SUPHAMONGKHON (Thailand) was very glad to note from the reports that primary education was free. He wondered whether it would soon be possible to make it compulsory as well.

81. Mr. MONTEL (Special representative for Togoland under French administration) replied that such a step might be possible in the near future for the *cercle* of Palimé, where the very high figure of 85 per cent of the children of school age were already attending school. In the rest of the Territory, however, the educational facilities, while comparing favourably with those in other territories, were not yet quite adequate for the introduction of compulsory primary education.

82. Mr. SUPHAMONGKHON (Thailand) was glad to see that it was one of the aims of the Administering Authority to train competent administrators and technical staff from among the indigenous inhabitants. In that connexion, he asked whether the Administration intended to set up any other institutions for secondary education apart from those at Lomé, Sokodé and Atakpamé.

83. Mr. MONTEL (Special representative for Togoland under French administration) replied that, apart from the three institutions mentioned by the representative of Thailand, there were various private schools run by religious missions giving similar education. For the time being, the existing schools were sufficient to meet the requirements. If the number of students qualified for secondary education increased in the future, the Administering Authority intended to add to the facilities by enlarging the existing institutions rather than by opening new ones. Plans had already been made for the construction of a large *lycée* at Lomé; they would

be carried out as soon as the necessary funds became available.

84. In reply to a further question by Mr. SUPHAMONGKHON (Thailand), Mr. MONTEL (Special representative for Togoland under French administration) explained that the indigenous teacher mentioned on page 145 of the 1950 report was the first one to obtain the university degree required of all teachers in secondary schools. Thus far he was the only indigenous teacher who had acquired a post in a secondary school, but it was to be hoped that, out of the 106 indigenous scholarship holders who were studying in France, some would choose teaching as their profession and would obtain similar posts.

85. Mr. SUPHAMONGKHON (Thailand) asked for information regarding the function and membership of the Advisory Committee on Scholarships mentioned on page 146 of the 1950 report.

86. Mr. MONTEL (Special representative for Togoland under French administration) explained that the Committee was made up of approximately equal numbers of members of the Representative Assembly, representatives of private schools and parents of students. The latter were appointed by the Association of Parents of Former Students, which had been set up at the beginning of 1950. The Committee was presided over by the Director of the Education Department. Its task was to sift the applications for scholarships both to institutions of higher education in France and to the secondary schools in the Territory, admission to which was regarded as a scholarship since board and lodging as well as the actual tuition were supplied free of charge. The Committee had to decide on the allocation of scholarships, taking into account, among other factors, the financial means of the families concerned, for there were some families in the Territory which could afford to send their children to study in France without the help of a scholarship.

87. In reply to a further question by Mr. SUPHAMONGKHON, Mr. MONTEL (Special representative for Togoland under French administration) assured the representative of Thailand that the practice referred to in the report whereby parents handed their children over to persons outside the family, ostensibly for education but in practice to enter into service, was in no way connected with the abandonment of children as security for the payment of debts.

88. Mr. SUPHAMONGKHON (Thailand) referred to page 147 of the 1950 report and asked why there had been no change in the number of adults attending courses in 1950 as compared with 1949.

89. Mr. MONTEL (Special representative for Togoland under French administration) pointed out that there had been a tremendous increase in the number of adults attending courses between the years 1944 and 1949. After that, there had probably been no scope for any further increase in 1950.

The meeting rose at 6 p.m.