



Tuesday, 8 July 1952, at 2.30 p.m.

NEW YORK

CONTENTS

Page

Examination of the annual report on the Trust Territory of Togoland under French administration for the year 1951 (T/994, T/1012) (*continued*)... 1

President: Mr. Awni KHALIDY (Iraq).

Present:

The representative of the following States members of the Trusteeship Council: Australia, Belgium, China, Dominican Republic, El Salvador, 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 specialized agency: United Nations Educational, Scientific and Cultural Organization.

Examination of the annual report of the Trust Territory of Togoland under French administration for the year 1951 (T/994, T/1012) (*continued*)

[Agenda item 4 (*e*)]

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

ECONOMIC ADVANCEMENT (*continued*)

1. Mr. S. S. LIU (China): I have just one question in connexion with co-operatives. I read in the report¹ and I also heard from the special representative in his opening statement [436th meeting, para. 15] that two indigenous students were receiving training in France. What sort of courses are they taking and how long will it take them before they can make their services available to the Territory?

2. Mr. DOISE (Special representative for Togoland under French administration): Those two persons are not, properly speaking, students. They are two indigenous inhabitants who have already had some experience. One is an official, and the other is the President of the copra producers' co-operative.

3. The courses they are taking were organized for the first semester of this year in Paris by the Minister for Overseas France. This is in fact a special training programme. It began in March, starting with academic studies in various French schools and universities, in

¹ 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 1951*, p. 68.

particular, the national agricultural college, Institut agronomique national. Then the trainees went travelling for several months through France and studied the details of the various co-operative systems, such as the milk producers' co-operative in Savoy and the wine producers' co-operative in southern France. In fact the programme consists primarily of practical studies following an academic course, which deals mainly with the accounting system of co-operatives, their administration, etc.

4. When these young people come back to the Territory, they will be able to specialize in such subjects. In any case, the President of the copra co-operative will be able to give the organization which he himself established the benefit of the experience he will have gained both in the theory and in everyday practice.

5. Mr. GERIG (United States of America): I should like to ask a general question which relates to a subject that was discussed in part this morning [437th meeting], with respect to the position of agriculture in the Territory. I gathered from the discussion that the long-run outlook, and even the immediate outlook, on agriculture, is not very good. We are told that the soil is very thin and that the use of ploughing machinery and that sort of thing might even be detrimental to the productivity of the soil. We are told that there is a lack of enthusiasm on the part of the younger people in learning new methods, in taking training in agriculture at the farm schools.

6. All this, taken together, makes one conclude that one of the basic resources of the Territory is not being very well conserved or developed; there is nothing else — there are no minerals. Therefore, for a Territory which, for various reasons, is not able to increase its agricultural productivity, one would be led to think that the outlook was pessimistic.

7. Does the Administering Authority have any long-run plans for changing this picture later on? Are some of the students, perhaps younger people, being sent to France to study agricultural methods? As we all know, some of the most advanced and well-developed methods of agriculture in the world exist in France. One would think that there would be opportunities there to do something about this basic problem.

8. Mr. DOISE (Special representative for Togoland under French administration): When I spoke yesterday, and on several other occasions, about the poverty of the soil in Togoland, I was referring to a symptom which, to my mind, is fairly characteristic of the tropical regions of Africa around the Gulf of Guinea, particularly in the savanna regions.

9. In Togoland—I am sorry to come back to this point—the forests areas are widely dispersed; the soil is poor in humus-forming and fertilizing substances, and is particularly prone to deterioration. In addition, the heat and the high proportion of sunshine are not very conducive to the transformation of organic matter into humus. Erosion very quickly carries away the arable stratum. Finally, and above all, there is the most serious problem of laterization, which occurs when the land is not forested, and the washing away of the soil leads very rapidly to the formation of a layer of barren and impenetrable laterite.

10. However, I see no reason why these facts, which are by the way the results of an expert analysis, should seem too discouraging and we must at all costs avoid being pessimistic. Although the soil of Togoland is not very good or durable, there are, nevertheless, ways of protecting and conserving it. The agricultural services have been studying that problem intensively and have made experiments and undertaken research into modern techniques of cultivation and soil conservation. There is a soil conservation office in the Territory, at Lomé, which was set up about two years ago. Its main function is to study the best techniques for the conservation, and particularly the regeneration, of the soil. The office works in close co-operation with the forestry service, which deals chiefly with the regeneration of the soil by afforestation. I am sorry that I am not an expert on this subject, because the problem is an interesting one. I know that a study is being made of the methods used in the United States, in Tennessee, for example.

11. I have gone into this matter at some length in order to show that the Administration does not consider the situation to be disastrous and, in particular, to prove that it is doing its utmost to remedy this poverty of the soil to which I referred.

12. I also mentioned the lack of enthusiasm among young people for the agricultural professions, but I was referring to the small agricultural schools from which the students emerge small farmers, just as they were when they started the course. The Togolandese are, however, interested in studying agriculture at a higher level, and several of them who are now in France will soon come back as agricultural engineers. They are studying at Grignon and at the agricultural college at Ondes for engineers' diplomas in agricultural services. Thus the agricultural services' efforts at persuasion, since that is what we must call it, will soon be greatly reinforced, because some of the agricultural engineers called upon to direct the experimental stations and travel through the Territory will be real Togolandese.

13. The representative of the United States asked me whether, in view of this situation, which he considered rather gloomy, there was no possibility of an increase in the population. I must emphasize that there is a good deal of land which is still unused and unexploited

in Togoland. I cannot prophesy at all about the possible increase in the Territory's population, but the statistics in the annual reports do show a marked and encouraging increase regularly each year. There are, between the North and the South, between the regions of Sokodé and Atakpamé and those of Blitta and Est-Mono, vast areas which, mainly for historical reasons, have never been settled. They are practically virgin regions, and, if the population increases, they could very easily be brought under cultivation.

14. As an example, I might mention the case of the agricultural pilot centre at Est-Mono, about which we spoke this morning [437th meeting]. This centre was chosen because Est-Mono is practically a deserted and unpopulated region. That is why it is not only a good example, but we might also call it a focal point to attract agricultural population.

15. Perhaps I have expressed myself badly here, but let me make it clear that we are not pessimistic about the situation and particularly that there is nothing disastrous about it. I was referring to a fairly general characteristic of tropical Africa as compared with the soils of more temperate zones, which are far more durable and less subject to violent changes in temperature and the severity of the climate.

16. Sir Alan BURNS (United Kingdom): Some of the questions which I had meant to ask have already been asked. I should like to find out, with reference to page 63 of the annual report, the statistics regarding the export of cocoa. I notice on page 167 a reference to certain research being carried out in regard to cocoa, and I want to ask whether the Administration is feeling any anxiety as to the possibility of disaster to the cocoa crop through swollen shoot disease.

17. Mr. DOISE (Special representative for Togoland under French administration): Hitherto no definite epidemic of swollen shoot has been noted in the Territory, a fact which is due purely to chance, I suppose. There has as yet been no real alarm on that score. The research which is being carried out by engineers of the agriculture services and various scientists at the Togoland research centre deals solely with preventive measures.

18. Mr. SERRANO GARCIA (El Salvador): I should like to ask the special representative three questions. The first is whether he could give some explanation concerning the production of hides, referred to on page 102 of the report. It is indicated that hides from both small and large animals are allotted to local manufacturers, and the rest exported to various countries. It is stated that in 1949, 4,800 kilogrammes were exported, 11,500 kilogrammes in 1950, and none in 1951. Could the special representative tell us why the export of these hides declined to nothing in 1951?

19. Mr. DOISE (Special representative for Togoland under French administration): I have no very precise information on that point, but I can say that the export of hides is not a very important element in the foreign trade of Togoland. Cattle and sheep hides from Togoland are not, I believe, used for very high-class leather work in Europe because they are treated locally in a rather primitive way. If I am not mistaken, they are simply treated with arsenic and are not fully tanned before export, so that I do not think they can be made into very high-class leather in Europe.

20. In addition, the export of such hides is not very profitable, because there is not enough difference between the cost of the raw hide and the price which the exporter receives. It would seem that the export of this item has never been very regular, and the reports received for the last three years show how it has varied, doubtless with the fluctuations in the price offered to the exporters.

21. On the other hand, the export of wild animals' hides—gazelles in general, or even crocodiles—has always been a far more important trade. There is an exporter in the Territory who specializes in such items and I think that that trade is more important than the export of hides of domestic animals.

22. Mr. SERRANO GARCIA (El Salvador): Could the special representative tell us what are the principal industries derived from agriculture in the Territory?

23. Mr. DOISE (Special representative for Togoland under French administration): As the representative of El Salvador has just said, the industries of the Territory are based primarily upon agriculture, in that they are connected with the manufacture of local products. As regards the distribution of these industries, there are either small individual undertakings at the craftsmanship level, run by indigenous inhabitants, or else larger enterprises in the hands of companies.

24. In the first category, I might mention milling. There are at the present time many Togolandese who own small motor-driven mills and produce flour from maize or, in the Anécho region, tapioca or semolina from manioc. In the same group there are also all the tribes which specialize in fishing along the coast. They smoke and dry the fish, which is then sent into the interior where, as I said this morning [*437th meeting*], it forms an important addition to the diet of the indigenous inhabitants.

25. Finally, and most important, there are the larger companies. In the field of cotton production. I might mention the cotton ginning factories. There are at present four firms with ginning factories, generally very modern ones, which operate in the very place where the cotton is produced in the Atakpamé district. All the cotton produced goes through these factories. Then, at the beginning of each new sowing season, the cotton seed is distributed free to the indigenous inhabitants, after sorting, a practice which helps to bring about a gradual improvement in production and, what is more important, saves the indigenous inhabitants from having to pay for their seed.

26. In the northern part of the Territory, in the Sokodé district—the region of skin dressing and kapok—there are factories for cleaning and ginning and pressing the bales of kapok for export. The report also refers [*page 107*] to a small soap factory set up a few years ago by a French firm. Work is in progress there and I see from the report that ninety-one tons of soap were manufactured during the financial year under review.

27. In 1949, a plant was set up for preparing shredded coco-nut, which is used in Europe, particularly for pastry-making.

28. Finally I might mention two of the most important factories run by very large firms—one at Alokouegbé, for treating palm oil, and one at Ganavé, for treating manioc.

29. The factory at Alokouegbé was completed in 1951 and opened at the beginning of this year, in March 1952. It is not yet working, but, technically, it is ready to operate. It needs a manager and one will soon be appointed. This factory was given to the Territory by metropolitan France; it was paid for, imported and erected entirely by France and is now the property of the Territory.

30. I also mentioned a factory at Ganavé. It was started this year and is situated in the Anécho district, in the centre of the largest manioc-producing region. It will handle most of the Territory's tapioca for export. Work on this factory has been intensified and it should be able to start operating this year. It is interesting to note that, according to the experts, this factory will regulate the production and use of manioc in the Anécho region. It will manufacture tapioca in the years when the world price is favourable for exporting it, and that will enable the indigenous inhabitants to concentrate on the production of *gari* for their own use. Then, when the world price is not favourable, it will be able to manufacture *gari* flour for the indigenous inhabitants in the region.

31. Those, I think, are the main factories handling agricultural consumer goods in the Territory.

32. Mr. SERRANO GARCIA (El Salvador): Has the Administering Authority granted any long-term rights or concessions to firms or private individuals to carry on these industries? Has it granted such privileges or concessions to persons of French nationality or other foreigners?

33. Mr. DOISE (Special representative for Togoland under French administration): There are no privileges in this field, nor do I see how there could be any. The factory at Alokouegbé, for example, will have a manager who will be under contract to the Territory, which is the owner. The manager will therefore be under the authority of the Territory. The other factory which I mentioned—at Ganavé—is a private one. The firm which set it up had to buy the land and material and build the factory, but it enjoys no privileges and does not monopolize the production, export or purchase of raw materials. There are no such privileges in the Territory, the whole economic organization being on a very free basis.

34. Mr. SERRANO GARCIA (El Salvador): Finally, I should like to ask the special representative what measures, in addition to vaccination, have been taken to control cattle disease.

35. Mr. DOISE (Special representative for Togoland under French administration): Systematic vaccination of cattle is the most powerful weapon against cattle epidemics, particularly cattle plague and trypanosomiasis. But in all the stations set up by the stock-raising service we have also constructed dipping baths, through which the cattle must be passed periodically for the destruction of ticks and skin parasites which are harmful to the hide and are also epizootic disease carriers.

36. Mr. SOLDATOV (Union of Soviet Socialist Republics): On page 67 of the report, reference is made to the fund for the support and equipment of local production, which has been in existence since 1948 and which has continued to help certain sectors of production. I should like to know the aims and

purposes of this fund, what its capital is, who owns the capital and who controls the activities of this fund.

37. Mr. DOISE (Special representative for Togoland under French administration): The fund referred to is primarily a compensation device. It is maintained by export taxes, the revenue from which serves to mitigate great differences between local and world prices or to encourage and improve conditions of production.

38. There are many examples of compensation in the first group of activities. In 1950, for instance, at the beginning of the cocoa campaign, the price which commercial trading companies were offering on the world market was seven francs lower than in the preceding year. The fund made up this difference of seven francs, so that producers lost nothing as compared with the previous year. In the last two years, however, by happy chance, world prices have been advancing steadily, so that the money in the fund has been devoted to developing production.

39. The representative of the Soviet Union has asked who owns the fund. The Territory—Togoland under French administration—owns the fund. It is administered under the control of the head of the economic services of the Territory. An account is kept, in connexion with each section of the fund, of the use to which existing moneys are put, and, if I am not mistaken, the account is submitted to the local assembly for approval.

40. Unfortunately I cannot give the representative of Soviet Union the total amount of the fund. The figures fluctuate very considerably since, according to statistics supplied by the customs authorities, they are affected each month by revenue from export taxes. I therefore cannot give any precise figure, but note that the report states on page 67 that the allocation for cocoa was sufficient to allow for a positive programme. The sole purpose of the programme is to improve cocoa production by research, by a campaign against parasites, or by the construction of mountain roads in the Palimé region to facilitate the transport of the cocoa produced there.

41. Mr. SOLDATOV (Union of Soviet Socialist Republics): The special representative has no information regarding the capital available to this fund and no details on how that capital is constituted?

42. Mr. DOISE (Special representative for Togoland under French administration): Perhaps I did not make myself clear. That capital is constituted—since the USSR representative has used that expression—by levying taxes on exports. For example, there is a stabilization fund for cocoa to which the exporter contributes a certain percentage for every ton of cocoa exported. The same applies to the stabilization fund for coco-nut products. The exporter contributes 500 francs per ton of copra exported; the proportion was increased from 150 francs to 500 francs as of November 1951. For coffee, the contribution is 10 francs per kilogramme exported. Then, the stabilization fund is audited according to production sectors.

43. I am sorry I do not have exact figures on the fund in my files, but they are no secret. The total is known and the local assembly is consulted every year on the use to be made of the fund.

44. Mr. SOLDATOV (Union of Soviet Socialist Republics): I should like to know in what specific

fields of local production the fund is used to maintain that production, that is, whether it applies exclusively to export crops such as cocoa, cotton, etc., or whether it is also used for other crops.

45. Mr. DOISE (Special representative for Togoland under French administration): It applies to export crops, industrial exports subject to world price fluctuations. There is no need for the fund for food crops purchased and consumed locally; it would be impossible to control contributions, as taxes can be levied only on exports, at the time of export.

46. Mr. SOLDATOV (Union of Soviet Socialist Republics): My next question deals with the ten-year plan described on pages 69 and 70 of the annual report. Why are the credits which have been made available in the various fields of economy, such as agriculture, forestry, cattle raising and railways, much less than those envisaged in the ten-year plan?

47. Mr. DOISE (Special representative for Togoland under French administration): The USSR representative's question leads me to speak of the principle of the operation of the ten-year plan.

48. As its name indicates, the plan was established for a period of ten years; it may be compared with what is called in French fiscal law a *loi de programme*, under which credits are granted outside and apart from the annual budgetary provision. Therefore, when the report states on page 69 that the appropriation in the ten-year plan for agricultural production comes to 637,100,000 francs, that means that those funds are for a ten-year period. On the other hand, when the report speaks of credits granted, the reference is to a single year, a single phase of operation or the initial phase of operation, for example, since 1947. That explains the discrepancy pointed out by the representative of the Soviet Union. It does not mean that the appropriation has been reduced as compared with the initial estimates; it simply means that, every year, certain credits are released in accordance with the general organization of the plan and its objectives.

49. Mr. SOLDATOV (Union of Soviet Socialist Republics): The credits for education amount to 349,640,000 francs, but the plan provides for a figure of twice as much. Is that again an amount which is to be spread over a period of ten years, which would explain why so little has been spent on education?

50. Mr. DOISE (Special representative for Togoland under French administration): The concept of the *loi de programme* is rather special. When the report states on page 71: "Credits granted: allocations, 223,500,000; payments, 116,140,000", the two sums should not be added, because the payments are included in the allocations. To elucidate: an allocation is an authorization of expenditure. I shall give you a very simple example. When you say: "You are entitled to allocate the sum of 100 million francs for two years", that means that at the end of two years, when all the invoices relating to those expenses have been cleared, the sum of 100 million francs will have been paid out. As the project is carried out over a period of several years, each service is authorized in advance to allocate or commit the expenditure it requires, with the knowledge that, especially in view of the need to import certain goods—for instance, equipment—the payments will not be made at the same time. For

example, if the Department of Education was authorized to spend 233,500,000 francs, it might pay out only 116,140,000 francs in 1951. There is a distinction between allocations or commitments and payments, but the two are not complementary: the payment credit is the logical deduction from the initial commitment authorized by the budget.

51. Mr. SOLDATOV (Union of Soviet Socialist Republics): I should like the special representative to clear up this question of the funds under the ten-year plan. Let us take this question of education. It is stated in the report that the credits provided for education by the plan total 686 million francs. The report also states that the allocations authorized amount to 233,500,000 francs. I should like to know whether, when reference is made to funds provided under the ten-year plan, the Administration means the allocation for the ten years of the plan or to the apportionment for 1951? If understood rightly, the special representative said that the amount of 686 million francs was provided for ten years. I should like to have this matter cleared up.

52. Mr. DOISE (Special representative for Togoland under French administration): That is correct. To take the example of education, when I speak of 686 million francs, I am speaking of the total funds provided for the whole ten years. When we speak of the credits granted, we refer to the credits granted since the coming into force of the plan.

53. Mr. SOLDATOV (Union of Soviet Socialist Republics): I should like to have an explanation of the information on page 70 of the annual report under the heading "Ports". It states: "Credits provided under the ten-year plan, 51,500,000 francs; credits authorized: allocations, 151 million francs; payments 61 million francs". Could the special representative explain these figures?

54. Mr. DOISE (Special representative for Togoland under French administration): I had also noted the difference in those figures and I think it may be explained in this way. The ten-year plan is not something immutable or intangible. In the process of carrying it out, it is subject to modification on the basis of the experience gained during the early years. For that reason, moreover, a four-year implementation programme is shortly to be prepared, as I indicated earlier. I assume, therefore, with regard to the figure which seems anomalous to the USSR representative, that the distribution of general allocations among the various sections of the plan must have been altered, in the course of its operation, with respect to ports. I have the initial draft of the plan, which also provided a credit of 51,500,000 francs. I assume that the plan was modified in the process of carrying it out.

55. Mr. SOLDATOV (Union of Soviet Socialist Republics): What items were reduced to counter-balance the increase?

56. Mr. DOISE (Special representative for Togoland under French administration): I think I made myself clear when I said: "I assume". I think that must have been the case, although I am not absolutely certain of it. I find it difficult to say at the expense of what budgetary items of the plan the increase—if there was one—was made.

57. Mr. SOLDATOV (Union of Soviet Socialist Republics): I should like the special representative to explain how the Administering Authority intends to spend the credits provided under the ten-year plan. I ask for this explanation because, under a number of headings in the report, one notes that during 1951—and, presumably during 1952—almost all the money provided under the plan has been or will be spent. What is to happen from now on?

58. Mr. DOISE (Special representative for Togoland under French administration): That depends on the way the implementation of the plan progresses. Certain credits have already been almost entirely used up, since there was no construction or other long-term work involved. Other credits, however, have not been used up. When there is no money left under one item, we shall continue the work on another and, at the end of ten years, if—as we hope—the international financial situation is still good, we shall probably draw up a new plan.

59. Mr. SOLDATOV (Union of Soviet Socialist Republics): The information submitted on the expenditures made under the ten-year plan leads one to the conclusion either that the plan was not carefully thought through or that something strange is happening in connexion with the expenditures. I could give examples under various items to demonstrate this point. In the best of cases, when one compares the credits provided under the ten-year plan with the expenditures made, one notes that there will be money available for three years at most. Of course it is up to the Administering Authority to spend this money, but one does get the impression that the plan was not thought through carefully enough.

60. Mr. DOISE (Special representative for Togoland under French administration): I feel compelled to contest the gratuitous charge that the ten-year plan was not thought out carefully enough. I should accept the statement if I had been the author of the plan. But, as the plan was drawn up by experts from the various ministries in France as well as by local experts, I must protest against that insinuation.

61. The plan was drawn up in 1947. It is therefore natural that some items, owing to the general rise in the cost of living and, particularly, in the cost of imports, now appear almost inadequate. That does not mean that they cannot be re-evaluated. A concrete example is that of the Togoland general hospital, which is being built in Lomé. It was begun in 1950, if I remember correctly. It was supposed to take three years to complete, but one year after work had been started it became clear that the hospital would cost more to build than had been anticipated—which, unfortunately, nearly always happens for work programmes spaced over several years, because prices are not stable. The cost of the hospital therefore had to be reassessed.

62. The USSR representative mentioned several items on pages 69 and 70 of the report for which the credits seem to have been nearly exhausted. Until all of them have been used, however, we cannot prejudge the reassessment which will eventually be made. I think that the example of the Togoland general hospital is a concrete case in point. The important thing is not to use up all the credits, but to ensure the implemen-

tation of the various phases of the programme as a whole. There will therefore be reassessments; I do not know when and how they will be made, but they will certainly be made soon.

63. Mr. SOLDATOV (Union of Soviet Socialist Republics): It appears that the special representative is not familiar with this matter and therefore cannot give me the explanation for which I have asked.

64. My next question pertains to page 88 of the report. I should like to know the area of land alienated during 1951.

65. Mr. DOISE (Special representative for Togoland under French administration): Of what land is the Soviet Union representative speaking—domain land, urban concessions? Would he make himself clear?

66. Mr. SOLDATOV (Union of Soviet Socialist Republics): I am speaking of all alienated land, regardless of the form in which it has been alienated.

67. Mr. DOISE (Special representative for Togoland under French administration): I would say that there has been no alienation of land during the year. From the land registrations, I see that the Territory's domain land increased from 3,164 hectares in 1950 [1950 report, page 81] to 3,402 in 1951. This is merely a classification: unowned lands have become domain land. Generally speaking, moreover, the amount of land owned by indigenous inhabitants which has been acquired by non-indigenous inhabitants is insignificant because, from the beginning of the Mandate in 1920, there was a regulation to the effect that no lands belonging to indigenous inhabitants could be sold to non-indigenous persons without the authorization of the Governor, acting in Privy Council. The regulation naturally remained in force when the trusteeship administration was established. In all, the area of the lands bought by immigrants amounted to 563 hectares in 1951.

68. Mr. SOLDATOV (Union of Soviet Socialist Republics): I should like a clarification of the reply made by the special representative. Could he give us the total area of alienated lands, both registered and non-registered?

69. Mr. DOISE (Special representative for Togoland under French administration): As I see it, only registered lands are in question, for the only alienations of unregistered lands would be transfers from one indigenous inhabitant to another, as that operation does not have to be registered and there is no procedure for recording land tenure rights. But over-all and purchases by immigrants of lands belonging to indigenous persons amount to no more than 563 hectares since the beginning of the Mandate.

70. Mr. SOLDATOV (Union of Soviet Socialist Republics): My next question deals with the table on page 99. I should like to know how you explain the marked decrease in 1951 in the number of sheep, goats, pigs and horses as compared with 1950.

71. Mr. DOISE (Special representative for Togoland under French administration): I think the most plausible reason is that a more detailed and thorough statistical study was made with regard to the number of farm animals. The number of horses decreased by 200, which is not very great, all things considered. The same is true of the goats and pigs. On the other

hand, I note a steady increase in the figures for cattle. These are approximate figures. We have no automatic process of knowing the precise number of steers and other domestic animals which may be in the Territory.

72. Mr. SOLDATOV (Union of Soviet Socialist Republics): Therefore these figures cannot be considered as statistical data but simply as general approximations. Does this apply to all types of cattle or only to certain types of animals?

73. Mr. DOISE (Special representative for Togoland under French administration): These figures are accurate. They are the result of the census taken by the livestock services, in particular in the course of the vaccination campaign. What I meant to say was that they are not always accurate. It may happen that some cattle are not counted, just as some persons are not counted in a population census. I cannot say definitely why some types of animals are now fewer in number than others. In any case, let me assure the USSR representative that the reduced numbers did not result from any serious epidemics which transformed some villages into charnel-houses. No, there is nothing of all that. I therefore think it is merely a matter of census, of how the census was taken—where the livestock services teams worked, etc.

74. Mr. SOLDATOV (Union of Soviet Socialist Republics): The picture is not clear at all now. The special representative said first that the figures were not quite exact and now he says that they are exact. If they are exact, as he now states, I would ask him to explain the reasons for the substantial drop in the number of livestock. His reply was not a reply at all; it was an inconclusive general statement. If he has the information which explains the decrease in the number of cattle, let him say so; if he does not have that information, let him say frankly that he cannot give it. He cannot make such general and vague statements and leave it at that. I cannot say that I am satisfied by his reply.

75. My next question deals with the information on page 131. Under the heading "standard of living", even the most elementary necessary information dealing with the standard of living of the population is not given. I wonder whether the special representative or the representative of France can give us concrete and specific data on this question; for instance, the increase in the cost of living in terms of salary fluctuations, etc., or is such information lacking?

76. Mr. DOISE (Special representative for Togoland under French administration): That information is available because the Territory has a service especially responsible for following these questions very closely. I refer to the *Inspection du travail* (Inspectorate of Labour). In my opening statement yesterday [436th meeting], I cited a figure which is a precise figure concerning general variations in the prices of the main basic commodities. If you take 100 as a base figure for wages in 1948, you see that the minimum wage has risen to 253, while the index figure of the basic commodities, including food and clothing, has gone up to 133. There is thus a definite gap between the rise in wages and the rise in the cost of living. The main pre-occupation of the Administering Authority and the *Inspection du travail* has always been to maintain, as far

as possible, this disparity between the cost of living and minimum wages.

77. Mr. SOLDATOV (Union of Soviet Socialist Republics): You say that wages have risen more rapidly than the cost of living, and you have given figures showing a substantial increase and a substantial difference. The question immediately arises: how did that phenomenon come about? Because usually wages lag behind the cost of living. You say the reverse is true here. There must be substantial reasons for this, and I am very much interested in the economic explanation for this relationship between wages and the cost of living, because it contradicts all economic laws with which we are familiar. Quite naturally the question arises as to why the Administering Authority had to take these special steps to bring about this result.

78. Mr. DOISE (Special representative for Togoland under French administration): In my statement, in which I gave actual figures, I did not speak of two ascending curves, one going faster than the other. I simply mentioned specific figures, using 1948 as the base year, with a figure of 100. I am simply saying that between 1948 and 1951 wages rose more rapidly than the cost of living. However, I am speaking only of the period from 1948 to 1951.

79. Mr. SOLDATOV (Union of Soviet Socialist Republics): I have considered the figures the special representative gave in his statement, and they show that an inexplicable economic situation has come to pass. I therefore feel that there must be a reason for it, unless a simple statistical error has been made, such as an incorrect computation of the cost-of-living index of the wage index. Unless there has been an error in the calculation of these figures, there must be a reason for this phenomenon, and I would ask the special representative to explain this reason.

80. Mr. DOISE (Special representative for Togoland under French administration): There has been no statistical error. These figures have been computed by specialized technical services, and if this phenomenon — if you can call it such — appears to run counter to normal general economic conditions, we should derive satisfaction from it, because it proves that the Togolandians are not unhappy, that they are eating enough and that their wages have increased faster than the volume of their expenditure. I do not see the need to explain something so simple; it can be explained only in terms of the two different figures.

81. Mr. SOLDATOV (Union of Soviet Socialist Republics): I have the following question to ask in connexion with the matter of wages. On page 287 of the report, it is stated that the minimum wage in the first zone is 114 francs; in the second it is 80 francs, and in the third, 57 francs. I should like to know what these zones are, on what principle they were established and how many workers there are in each of them.

82. Mr. DOISE (Special representative for Togoland under French administration): These zones were laid out according to the geographical regions of the Territory and the average cost of living in those regions. The first comprises the town of Lomé and all the urban centres of the Territory. The second includes the non-urban regions in the interior and in the southern districts. The third corresponds to the non-urban parts of the northern districts. The distinction was determined

in consultation with the Advisory Labour Commission, which settles all wage claims.

83. Mr. SOLDATOV (Union of Soviet Socialist Republics): Has the special representative any information regarding the number of workers in each of the three zones?

84. Mr. DOISE (Special representative for Togoland under French administration): In my haste, I did not reply to the second part of the question put by the representative of the Soviet Union, and I apologize for that oversight.

85. I do not have very precise statistics concerning the number of workers in each of the zones. However, I can say that Togoland under French administration has a very limited number of wage-earners in proportion to the total population. Moreover, in the northern territories and in the non-urban regions, there are very few wage-earners; virtually the entire population consists of peasants rather than wage-earners.

86. Mr. SOLDATOV (Union of Soviet Socialist Republics): When we were speaking of wages, the special representative stated that they had increased considerably, while the increase in the cost of living had been slower. Another look at the table of wages and prices in the Territory shows quite clearly that the wages paid to a worker are extremely low. They are lower than subsistence wages, despite the fact that the Administering Authority considers them high wages. My question therefore is: what does the Administering Authority intend to do in the immediate future to increase the wages of workers in the Territory?

87. Mr. DOISE (Special representative for Togoland under French administration): A few minutes ago, I thought my statistics were being criticized because they showed wages too high as compared with the cost of living. Now we are being reproached for paying miserably low wages in the Territory.

88. The rate of wages now in force is related to the cost of living and the standard of living. It is difficult to compare it with wages paid in countries situated in other geographical latitudes. These things are not comparable. I said that, in the circumstances, the prevailing minimum basic wage for unskilled labour was a decent wage. I am not saying that it is a magnificent sum, but I am saying that it is a decent wage in view of the fact that it is a minimum on the basis of which other wages are calculated. In reality, there are very few persons receiving only this basic wage. A manual labourer, even after a few months' experience in a plant or factory, gets a higher wage.

89. Mr. SOLDATOV (Union of Soviet Socialist Republics): I could, of course, have asked the special representative to give us details regarding the number of workers in the various categories and the wages they receive, but he probably does not have that information. He is therefore forced to confine himself to general statements.

90. The report, however, has some figures (page 287) showing that unskilled workers in the third zone receive a minimum wage of 57 francs per month, while the prices of the principal food products are: 100 francs for a kilogramme of meat; 125 francs for fish, dried or fresh; and 100 francs for a dozen eggs. In order to understand how low the wages are, we must quote

the figures and remember that the average worker has a wife and children who have to be fed, dressed and supported—not to speak of sending the children to school, for there are so few schools in the Territory. Thus the worker is relieved of the cost of education, owing to the lack of schools.

91. My last question deals with economics and relates to imports and exports. On pages 216 and 217 of the report, we note that Togoland exported more than 365 million francs worth of raw cotton in 1951 and imported more than 260 million francs worth of cotton goods. My question is: has the Administration any plan to establish a cotton textiles industry in Togoland?

92. Mr. DOISE (Special representative for Togoland under French administration): I should like to come back to the Soviet Union representative's remark that a worker cannot send his children to school because he has no money. The fact is that schools are free, books are free and very often the child is fed, clothed and lodged at no expense. In the circumstances, I do not see why the poor workers could not send their children to school.

93. With regard to cotton exports, there are no immediate plans for the construction of factories for processing cotton. The comparison of export with import figures seems pointless; they refer to two different things—a finished product and the raw material. But I repeat, there are no plans to build factories in the immediate future for processing raw cotton. It is not absolutely essential now, because Togoland has an abundance of cotton goods and there is a distinct taste for printed cotton goods from England, called "la Guinée".

94. Mr. SOLDATOV (Union of Soviet Socialist Republics): I should simply like to make a brief remark to the special representative. Either he did not hear my question completely or he did not want to hear my question. I said that the worker did not have the possibility of sending his children to school because there were no schools. In effect, only 20,852 children attend school in the Territory. That is all. This information is to be found on page 312 of the report. In view of the fact that the population of the Territory is over a million, there should be about 200,000 children of school age, apart from those in secondary schools. Even if we add those in secondary schools, that would not change the figure, because there are only 439 who attend these schools. Since there are some 21,000 pupils attending primary and secondary schools, and potentially about 200,000 children of school age in the Territory, it becomes quite obvious that the worker cannot send his children to school because there are no schools to send them to.

95. Mr. DOISE (Special representative for Togoland under French administration): I am sorry to have to digress into the field of education, but I should like to clear up this point. I am afraid that the representative of the Soviet Union is looking at the wrong page in the report when he quotes figures of school attendance. He speaks of 20,852 children in primary schools and 439 in secondary schools. But those figures apply only to children attending private schools. There are 43,151 children in public primary schools and 955 in secondary schools. I do not wish to plunge into an argument on the school-age population, but I think

the figure of 200,000 is an overestimate. In France, which has a lower birth rate than Togoland, we estimate the number of pupils at about 15 or 16 per cent of the total population, if I am not mistaken. That is the figure we have computed. The number of children of school age has been estimated at 17 per cent of the Territory's population (page 321 of the report). That is a maximum figure, if the proportion of the Territory's school-age population is to be measured on a sound basis.

96. Mr. SOLDATOV (Union of Soviet Socialist Republics): It is true that the figure should have been 43,151 instead of 20,852. Nevertheless, that does not alter my general conclusion regarding education.

SOCIAL ADVANCEMENT

97. Mr. RYCKMANS (Belgium): Has the special representative any information regarding migratory workers going to the Gold Coast?

98. Mr. DOISE (Special representative for Togoland under French administration): I have no statistical information on the movement of migratory workers, but there is a seasonal migration of some magnitude which affects a number of frontier regions and even areas of great population density. Every year, at the cocoa season, when the plantations have to be weeded, a large number of seasonal workers go direct to the cocoa farms in the neighbouring British zone, around Kadjebi, and to Palimé and Litimé in French territory. Even people from the frontier districts, from the northern districts, go that far. On inspection tours, I have sometimes found Cotocolis or Cabrais leaving regularly every year, during the cocoa season, for the British zone. The exodus assumes the character of an internal population movement, not merely a migration, in that the residents of the cocoa and coffee growing regions often employ others to work their plantations and simply collect the yield of the harvest. Generally it is agricultural workers who offer their services for the season; they come from other regions, particularly Lama-Kara, which is a population reservoir.

99. Unfortunately, I cannot give the Belgian representative any statistical data. I might add, however, that the people who leave their villages every year continue to belong to the village community; they pay their taxes, and even if, for some reason, they do not come back for one or two years, they send their taxes to the heads of the villages. Normally, they go only for a few months or a few weeks, depending on the crop.

The meeting was suspended at 4.05 p.m. and resumed at 4.40 p.m.

100. Mr. RYCKMANS (Belgium): The observation I am about to make is not exactly a question, because I doubt whether the special representative has the necessary information to reply. I want to draw the attention of the Trusteeship Council to the demographic statistics on pages 302 and 303 of the report. We note on page 303 that in table II the birth-rate given for sector 6 differs considerably from the birth-rate given for sector 1. Sector 6 refers, I think, to the Palimé sector, which has a fairly advanced people, in the south. There the birth-rate is very low, being only 14 per thousand, whereas in sector 1, which I think is in the extreme north, we find that the figure is 76 per thousand.

Can the special representative give us any idea of the causes of this very considerable difference?

101. In that connexion, I should say that I do not understand some of these statistics. They are very interesting indeed, but no conclusions can be drawn from them which would be applicable more generally than merely to Togoland, unless there were additional data; the same may be said with regard to other African peoples. For instance, in sector 6, I note that the mortality figure for children up to one year old is 11 out of 725. There are mortality percentages in the table which follows that do not seem to coincide.

102. I merely wish to point out that these studies, which are very interesting, would be even more useful if explanations were given in addition to the figures, in particular, an explanatory note regarding the great disparity in birth-rates. Are the causes for this known?

103. Mr. DOISE (Special representative for Togoland under French administration): The population statistics on pages 302 and 303 do not represent a percentage of the whole population; they refer to the populations of the areas visited by the mobile medical teams or to the people who came to the dispensaries for treatment. They are therefore very incomplete. The representative of Belgium was correct in raising the matter, and I personally feel that some brief explanatory notes are necessary for an understanding of these tables. I am therefore taking note of the comment made by the representative of Belgium and we shall have more explanatory matter included with the statistics in our next report.

104. The comparison between sector 1, that of Mango, and sector 6, that of Tsévié, is certainly very disconcerting. The reason for that is that the statistics apply only to a fraction of the population, that visited by the mobile teams. I shall therefore request that future reports should contain more detailed explanations and more concrete observations.

105. Mr. RYCKMANS (Belgium): There is one figure which does not seem plausible at all. In sector 6, the figure 725 is given for births and the figure 11 out of every thousand for deaths, that is, 15 per thousand. In table III, for the same sector, the mortality figure is 35 per thousand children born alive and up to one year old. Something there does not make sense. Similarly, a total mortality figure of 8 per thousand seems implausible. I am merely requesting that explanations should be given in future reports.

106. Mr. DOISE (Special representative for Togoland under French administration): I repeat what I have already said, that at the end of our deliberations I shall ask that more detailed explanatory matter should be included in future reports, particularly an explanation of the manner in which the figures were arrived at, so that, we may be able to know whether the figures refer to the whole of the population, or only to limited sectors.

107. Mr. SALAZAR (Dominican Republic): First, I should like some information from the special representative regarding the status of women referred to on page 128 of the report. It is stated that the position of women depends on their status and the customs prevailing in their *milieu*. It is further stated that the Togolese woman who has acquired French status enjoys the same civil rights as the French woman, that

is, she has full legal capacity. On page 26 of the report, however, it is stated that Togolandians do not have French nationality. They are citizens of the French Union. They can acquire French nationality only by taking the initiative individually, that is, by making a personal application for naturalization. I should like the special representative to tell us how Togolese woman can acquire the French status referred to on page 128.

108. Mr. DOISE (Special representative for Togoland under French administration): The comments on page 128 are linked to those on page 26, since Togolese women who have acquired French status—as stated on page 128—have done so by the individual act of will mentioned on page 26. That is to say, these women have applied for naturalization themselves or are persons whose husbands applied for naturalization for themselves and their families. Naturalization is granted by individual decree.

109. Mr. SALAZAR (Dominican Republic): Does this mean that women in Togoland acquire full legal capacity when they become naturalized French?

110. Mr. DOISE (Special representative for Togoland under French administration): Togolese women who become naturalized acquire the same legal capacity under French law as French women. This sentence expresses the difference between a Togolese woman who keeps her customary status—which is the case with the great majority of Togolese women—and a woman who by an individual act asks for naturalization and wishes to acquire French nationality.

111. Mr. SALAZAR (Dominican Republic): Then women in Togoland who do not become naturalized remain subject to the traditional customary law of the region of tribe to which they belong. Is that the case?

112. Mr. DOISE (Special representative for Togoland under French administration): That is correct, but it applies to men as well as to women. When we were considering the judicial organization of the Territory yesterday [436th meeting], we saw that in civil cases French law did not apply to the Togolese. French law is applicable only in criminal cases. In civil cases, therefore, both men and women are still governed by the customary rules corresponding to their status; only if there has been naturalization or a deed known as “the renunciation of personal status” can the person concerned be treated, at law, as a French citizen. Normally, Togolandians are subject to customary law in civil cases.

113. Mr. SALAZAR (Dominican Republic): In the light of what has been said, could the special representative tell us whether measures are being taken to induce the indigenous inhabitants to abandon discriminatory practices against women?

114. Mr. DOISE (Special representative for Togoland under French administration): From the very beginning of the Mandate, the Mandatory Power devoted particular attention to the position of women in the Territory. In many African countries, it is considered that women should remain in an inferior position. We have tried, by propaganda, persuasion and legislation, to change this state of affairs.

115. In the political field, for example, under custom, women have no right to participate in community

life—in the management of village affairs, for instance—but they have now acquired the same political rights as men. Women vote and are eligible for election to office.

116. As regards civil status, we have sought, by legislation, to protect women and prevent custom from continuing to place them in an inferior position. On page 128 of the report, reference is made to the present regulations governing African marriage. These regulations are solely aimed at protecting women. With the President's permission, I should like to give a brief account of these regulations governing marriage, because the matter is very interesting and important.

117. According to African custom, marriage generally results in the acquisition of a woman by the payment of a dowry to her parents. I must say immediately that, in my opinion, the term "acquisition" is incorrect, since no purchase is really involved. However, there is no word which really expresses the institution of the dowry. In practice, it is not a purchase: it is rather a gift, compensation in advance for the loss of earning power which will be suffered by the parents when their daughter leaves them. It is a kind of reimbursement for the loss of children who might otherwise have worked in their parents' fields.

118. The regulations we have sought to introduce have been aimed at ensuring that this institution does not result in any kind of hidden slavery in the African marriage. In the Trust Territory and in other overseas territories under French administration, various laws have been promulgated over a period of years to try to regulate the conditions of marriage. The first important one was a decree of 15 June 1939, called the Mandel Decree, after the minister who promulgated it. This decree, which was applicable in Togoland, required the consent of the future husband and wife before the marriage could be valid. It also prohibited any heir from claiming the widow or other persons forming part of the inheritance under customary law when that widow or those persons refused to go to the house of the heir to whom the estate had been left. As I have said, all this was intended to prevent any form of slavery concealed under the guise of marriage. The same decree laid down the minimum age for marriage as fourteen years for women and sixteen years for men.

119. Those were the general principles of the decree of 15 June 1939, which are still in force but which have been considerably strengthened by the decree of 14 September 1951 referred to in the report [page 43].

120. This decree limits the institution of the dowry. Any girl who has come of age or any woman whose marriage has been dissolved for any reason, may marry without a dowry. The dowry is not compulsory for such girls or for widows, and no one can prevent their marriage. Furthermore, there is no obstacle to marriage if the failure to obtain the consent of the parents of a girl who is a minor is due only to the parents' excessive demands. When a problem of this kind arises, only the civil court can decide the issue. The court gives the plaintiff—i.e., the young man or young woman who is contesting the parents' refusal—a document free of charge, setting out its decision, and, on presentation of this document at the civil registry, the marriage is registered.

121. There is another point in this decree which goes rather beyond the subject of which we are speaking but which is still of interest. I am referring to a provision intended to facilitate the progressive replacement of polygamy by monogamy. The decree provides that, when the marriage papers are drawn up, the husband and wife may sign a special contract in which the husband undertakes to take only one wife. If the husband later takes a second wife, he is deemed to have committed the offence of bigamy. I think that this decree is of some interest, because it forms part of the Administering Authority's policy with regard to custom. Custom is a dynamic thing. It is normal for it to change as it comes in contact with a different civilization. But it would be a mistake to try to put an end to it or to change it too abruptly, since that might upset and uproot the population. We have tried, as far as and whenever possible, to encourage the more rapid development of custom, without, however, handling it too roughly.

122. Mr. SALAZAR (Dominican Republic): I am very grateful for the detailed answer which the special representative has given.

123. Referring now to page 131 of the report, in the section on the standard of living, I read that the weekly summaries of the prices of staple commodities in Lomé, as well as studies carried out in different centres in the Territory by the Inspectorate of Labour, enable the Advisory Labour Commission to fix basic salaries. Can the special representative tell us on what basis these salaries are calculated? I should also like to know if there are any statistics on this matter. If so, it would be useful to include them in the annual report.

124. Mr. DOISE (Special representative for Togoland under French administration): These calculations are based on certain food products or clothing. In making this calculation, we generally take flour, sugar, cloth—particularly bleached cloth—drill, which is a cotton material used for clothing, wine, oil, peanut oil, soap, rice, chicken and meat, and even cigarettes, as a luxury. These different products are studied each week, at Lomé, for instance, in the light of the prices reported by the Police Commissariat. These data are used by the Inspectorate of Labour when the workers claim higher wages. The advisory commissions, on which the wage earners are equally represented, consider what increases should be made in basic wages, on the basis of these data.

125. Mr. SALAZAR (Dominican Republic): On the same page of the report, it is stated that the standard of living has improved because of the disappearance of the black market and the fact that the increase in wages has been greater than the rise in the cost of living. In the light of that statement, and bearing in mind the information on economic development on page 58, which shows that there was an increase in exports and the price of exported products, I would ask the special representative to give us some additional information on this point.

126. Mr. DOISE (Special representative for Togoland under French administration): When the report speaks of the disappearance of the black market, it is mainly referring to small retail trading conducted by persons who are locally known as "revendeuses" and

this type of trading is not found in the urban centres. Both the administrative officials and the Inspectorate of Labour have always tried to supervise the activities of these small African traders very closely, because their main purpose is usually to exploit the Africans.

127. There can be no doubt that as a result of certain restrictions—not very serious restrictions—which were imposed during the war, a certain black market was created, or rather that there were excessive price increases because the supply was insufficient to meet the demand. In 1951, imports of manufactured goods which were of interest to the indigenous population—such as oil, metal objects like lamps or bicycles and enamelled basins—continued to rise, as they had been doing for two or three years, and more than met the needs of the population. Similarly, harvests were good and there was therefore no shortage of foodstuffs or manufactured goods. The population had an adequate food supply and there was no real black market. In the retail trade prices declined considerably—almost 100 per cent—in the second half of 1951.

128. As regards the rise in wages, I have already mentioned the comparison between the increase in wages and the cost of such items as flour and sugar, which are taken into account in establishing the cost of living. If you take 100 as the base figure for wages for 1948, the 1951 index is 253, and if you take the price index as 100 for 1948, then it is 133 for 1951. I would point out further that, since 1948, wages have increased considerably. In 1948 the basic wage was 53 francs for the first zone at the end of the year. In 1951 it was 114 francs, so that it had more than doubled. That corresponds to what I said in mentioning the indices of 100 and 253 respectively for 1948 and 1951.

129. I think that these figures and explanations are sufficiently clear, but I am entirely at the disposal of the representative of the Dominican Republic if he wishes some further information.

130. Mr. SALAZAR (Dominican Republic): I should again like to thank the special representative for his very detailed answer.

131. On page 132 of the report there is a very interesting statement to the effect that, as a result of the density of the population and the almost total absence of industry, on the one hand, and the vast construction projects undertaken, on the other, the demand and supply of manpower are balanced and there is no great problem. As far as labour conditions are concerned, however, the report goes on to say, the principal difficulty consists in getting the African employers to accept social legislation.

132. With regard to the balance between the supply and demand of manpower, I should like some information from the special representative on whether there are any statistics as to the number of workers. Almost the entire population of Togoland is agricultural. I should also like to have some information concerning the vast construction projects referred to in this passage.

133. Mr. DOISE (Special representative for Togoland under French administration): It is quite true that there is a balance between supply and of manpower. This balance can be seen from the very small number of unemployed in the Territory. Page 288 of the report says that there were seventy-four unemployed

during the year. I should add that, if people are unemployed, it means that some people are not really looking for work very hard because there is work for everybody who wants it.

134. The labour statistics on pages 282 *et seqq.* of the report show that in 1951 the potential labour force was about 34,000 persons, including 2,000 white-collar workers, 3,000 skilled workers and 4,000 semi-skilled workers. These figures are obviously very low for the whole Territory and they confirm what the representative of the Dominican Republic said—that there are really very few wage-earners and that most of the population work for themselves, and are self-employed.

135. When the report speaks of the great construction projects which to some extent have made possible this balance between the supply and demand of labour, it refers primarily to projects which have been undertaken thanks to the development plan prepared by FIDES [*Fonds d'investissement pour le développement économique et social des territoires d'outre-mer: Investment fund for the economic and social development of overseas territories*]. Since 1947, and particularly since 1948, when these projects were really begun, a number of works have been undertaken, in connexion with which several public works undertakings, of which there were none previously, have come to the Territory, or have been set up there. They have provided a great deal of employment. May I mention, in particular, the work begun on the Togo hospital, a building which will cost about 300 million francs. The work on this building provides employment for a large number of persons and involves considerable expenditure, but it is only one example. Other projects have been undertaken in other fields: health; public education, including the building of schools; stock raising, including the construction of the agricultural centres at Dapango and elsewhere and of a number of pilot stations and training farms. All these projects employ a great deal of labour, and this has largely made it possible to avoid any social problems in Togoland, problems which arise from a lack of balance between the demand and supply of labour.

136. In conclusion, I ought perhaps to say that Togolese labour is usually very adaptable. Many workers are temporary workers and always maintain close links with their customary or family environment, which is always agricultural. When they have worked for a few months on one of these projects and have saved a little, they go back to their villages and become farmers again. This is another balancing factor, for, as the demand for labour varies, it is quite easy to prevent unemployment. In view of the social composition of the Territory at the present time, most of the wage-earners remain within the family organization where there is still a very highly developed sense of mutual assistance and co-operation and a strong family spirit.

137. Mr. SALAZAR (Dominican Republic): With regard to the second part of the passage to which I referred just now, it states that, as far as labour conditions are concerned, the principal difficulty consists in getting the African employers to accept social legislation. I should like to have some supplementary information from the special representative as to the actual value of this difficulty. How does it make itself felt?

138. Mr. DOISE (Special representative for Togoland under French administration): This difficulty arises chiefly from the fact that African employees are not accustomed to the social organization of labour. When I referred just now to small retail trading, I said that it was often simply a matter of the exploitation of Africans by Africans. Unfortunately, African employers frequently seek to get the last ounce out of their workers, without seeing to it that they derive all the benefits to which the law entitles them. For example, there was a case in which the Inspectorate of Labour took vigorous action. At a time when the minimum living wage was set at 114 francs, some employers were discovered who were not paying more than 70 francs. The chief function of the Inspectorate of Labour—which is not confined to issuing regulations but is an active body—is to make frequent, unannounced visits to various undertakings, as it is entitled to do under its constitution, to see whether the required conditions of work are being observed.

139. Mr. SALAZAR (Dominican Republic): It is stated on page 135 of the report that Togoland has always furnished office and business workers to the neighbouring territories, from Nigeria to Gabon. After a number of years, or when retired, they return to Togoland. It is also customary for young people of some central tribes to migrate to the cocoa plantations of the Palimé region and of the Gold Coast for clearing and harvesting work.

140. In connexion with these migratory movements, I should like to ask the special representative whether they are extensive and whether control measures are needed for the protection of the migrating Togolandese.

141. Mr. DOISE (Special representative for Togoland under French administration): These migratory movements are not very extensive as regards numbers. It is generally simply a matter of individual movements. The Togolander is highly esteemed in many African undertakings because of his high intelligence and easy adaptability. Accordingly, employees of Togolese origin are to be found all along the coast, as far as Dakar in the north and the Belgian Congo in the south. These workers go for a few years only. They preserve their family ties in the Territory, send money to their families and return home at least once. No substantial movement is involved. It is not a matter of labour being deported abroad from the interior of the Territory. Hence no restrictive measures have so far been instituted; the fullest freedom exists in respect of this type of labour. I do not believe that there is any danger in this matter, because, as I say, these are individual movements and not mass migrations that might eventually endanger the future of the Territory.

142. Mr. SALAZAR (Dominican Republic): It is stated on page 137 of the report that welfare services have not yet been organized in Togoland. Could the special representative give us some information regarding the Administering Authority's plans for the organization of welfare services in the Territory?

143. Mr. DOISE (Special representative for Togoland under French administration): Plans for the organization of welfare services are still under consideration. So far as I know, there is only one plan in preparation at the present time, on the prevention of and compensation for accidents at work.

144. As regards other aspects of social welfare, it is not easy to contemplate a mere transplantation in the Territory, in the immediate future, of the system in force in the metropolitan country. That system is itself not very old; it goes back only to 1945. It was necessary to wait till then to institute that system in France, where social conditions differ completely from those in the Trust Territory; it would therefore be dangerous to introduce it just as it stands in an African territory where the social and traditional structure of society is still very strong.

145. Moreover—I apologize for repeating this—as I said yesterday in my opening statement [436th meeting], I consider that health and welfare services have been organized in the Territory in everything but name, since all medical services, whether it be hospital care or prevention of disease, are free. A patient entering a hospital has absolutely nothing to pay. He would have to pay only if he did not want to be treated in an administration hospital but by a private doctor. There are almost no private practitioners—no more than two or three—in Togoland at the present time, by reason of the existing organization of the health services, which are almost all in the hands of the Administration.

146. Consequently, all costs for illness are wholly covered, and that is why the study of the possible extension of social welfare to the Trust Territory is not more advanced. This matter must be broached with the greatest prudence; above all, very great care must be taken to adapt it to African conditions and also to African budgets, whose limited resources have to be husbanded.

147. Mr. SALAZAR (Dominican Republic): On page 137, it is stated that compulsory insurance does not exist and that persons injured at work receive an indemnity fixed by agreement between the parties or upon the intervention of the Conseil d'arbitrage [Arbitration Board] or the labour inspector. Perhaps the special representative can personally explain how these agreements are made between the parties concerned. Is there any assurance that persons injured at work will receive equitable compensation if that is fixed by private agreement? Is there no means of control of any kind?

148. Mr. DOISE (Special representative for Togoland under French administration): There is, in fact, no general compulsory accident insurance. Nevertheless, although there is no specific legislation in the matter, regulations do exist in practice in the sense that compensation for accidents sustained at work is assured. Every undertaking in which an accident at work occurs has to fill up a form which is sent to the labour inspector with the observations of the doctor who treated the injured employee. It is in connexion with the determination of the amount of the compensation by agreement between the two parties that the Arbitration Board steps in. The Board is composed of one representative of employers and one representative of the employees' trade union. It is the duty of the labour inspector, who presides over the Board, to ensure that its decisions are given effect. If the compensation fixed by the Arbitration Board is withheld, the injured worker has the right to take action in the civil courts against the employer for failing to fulfil the obligation that he contracted.

149. Mr. SALAZAR (Dominican Republic): In conclusion, I should like to refer to the paragraph on prostitution, on page 147 of the report, where it is stated that the law of 13 April 1947, for the closure of licensed brothels and the intensification of the campaign against the white-slave traffic, was promulgated in the Territory by an order dated 20 May 1947. The special representative may perhaps be able to tell us whether prostitution still exists in the Territory and, if so, what steps are taken to protect its victims.
150. Mr. DOISE (Special representative for Togoland under French administration): There is no serious problem in the Territory in regard to prostitution. The promulgation in the Territory of the French law for the closure of licensed brothels was more for purposes of prevention than of cure. In practice, prostitution does not exist in Togoland, nor are there any organized brothels as understood in French law.
151. Furthermore, the social structure of the Territory is still powerful enough, in my opinion, to keep the problem from reaching the pitch it has attained in more developed countries. The young Togolander is still bound by the strong traditional structure of society. He marries young. At the age of twenty-one, most young people in Togoland are already married. There is therefore no urgent problem in regard to prostitution and, as I say, there were no licensed brothels in existence when the law was promulgated; it is simply aimed at long-term prevention.
152. Mr. DAVIN (New Zealand): The representative of the Dominican Republic referred to the question of the status of women. Going back to page 128 of the report, I notice that the majority of women remain subject to the rules of custom and that "the married woman is subject to the authority of her husband". I wonder whether the special representative could tell me whether there have been any instances of the abuse of this authority and what remedies a wife might have available to her in such circumstances.
153. Mr. DOISE (Special representative for Togoland under French administration): I do not think that abuses of marital authority occur often. According to tradition and the social structure of the various regions of the Territory, the place of the woman is certainly not an exalted one. That is apparent, for instance, from the fact that she is not entitled to take part in the direction of village affairs. Her position is nevertheless not unimportant. The Togolese woman enjoys a considerable measure of independence. In practice, she can own property. If I may make a somewhat far-fetched comparison—far-fetched because of the enormous differences involved—I would say that, unlike the position obtaining in France, there is no joint ownership at law in matrimony. That means that the wife keeps her own property and, if she works, retains what she earns. That is why it often happens that the wife is very rich—even richer than the husband, if she engages in business. He may be an official with nothing more than his salary and benefitting only very indirectly from the wife's income. Fundamentally, therefore, the Togolese woman, while apparently consigned by immemorial custom to an inferior position so far as rights are concerned, is in no way to be pitied, since in practice, and by reason of the place she has been able to make for herself in certain instances, she very often enjoys a large measure of independence.
154. Mr. DAVIN (New Zealand): It appears that this status of the Togolese woman—of being subject to the authority of her husband—does not mean a great deal in practice, and that in fact it is a situation which is rarely abused.
155. On that same subject, I notice a reference in the report [page 128] to the fact that women in practice cannot serve as assessors to customary courts. I suppose that is the historical situation. Is it a situation which is likely to be broken down in the near future?
156. Mr. DOISE (Special representative for Togoland under French administration): This relates solely to the indigenous courts because, as I have just said, woman is prevented by custom from taking part in community life. So far as courts under French law are concerned, however, there is no legal obstacle to a woman's serving as a juror—on assize juries, for instance. So far as I know, however, there have not as yet been any women assessors, probably because they do not yet feel that such a role would be advantageous to their sex.
157. Mr. DAVIN (New Zealand): I have a question on the subject of food. It appears, from page 131, that the basic foodstuffs in the Territory are millet, yams and manioc flour. Could the special representative tell me whether there is any problem of under-consumption of high-quality proteins such as meat and fish? I gather that a good deal of dried fish is consumed, but there are considerable difficulties about getting adequate supplies of fish. I assume there are also problems about obtaining enough meat. I wonder whether the Territory is capable of producing enough meat, by improvement in stock breeding, cattle ranching and so on, to satisfy its optimum needs?
158. Mr. DOISE (Special representative for Togoland under French administration): It is necessary above all to take into consideration traditional customs in matters of nutrition. In this Territory, the diet is essentially vegetarian, in the sense that most of the necessary proteins are of vegetable origin. To the African who has not reached a high level of civilization, meat and fish are only secondary foods, or often even mere condiments. The basis of this diet is a kind of gruel made of maize flour, manioc, millet and sorghum, to which are added portions of dried fish seasoned with very strong condiments largely made with local berries. The meat problem, therefore, does not arise in an acute form, because the demand is not generally very considerable.
159. There is, however, one point of some interest: much hunting is done in the Territory; the inhabitants of the interior hunt small wild animals, particularly gazelles and does. In the villages of the interior, even when there are no cattle, the meat supply is provided by large pieces of the flesh of wild animals which may be obtained at the markets dried or cured.
160. Mr. DAVIN (New Zealand): Can the special representative assure me, then, that there is no problem of deficiency, no problem of disease or malformation in connexion with growth, arising from under-consumption of proteins? Do the people appear healthy on this diet of cereals and fish and so on?

161. Mr. DOISE (Special representative for Togoland under French administration): I agree with what the representative of New Zealand has said: there is no marked shortage of nitrogenous foods.

162. Mr. DAVIN (New Zealand): According to page 132 of the report, a draft law instituting a labour code for all overseas territories was being examined by the National Assembly in metropolitan France at the time the report was compiled. I wonder whether the special representative can tell us whether any further progress has been made towards the enactment of that law?

163. Mr. DOISE (Special representative for Togoland under French administration): The draft labour code is still under study. It has not yet been enacted. That does not mean, however, that there are no labour regulations in the Territory. The labour code will simply assemble all the regulations on the subject now existing in the form of numerous, but largely dispersed, instruments which require modernization. In Togoland, general labour conditions are covered by a decree of 1932; and minimum wages were fixed by a decree of 1938. So far as labour councils are concerned, the French West African regulations are applied. There is a decree of 1939 on the arbitration of labour disputes.

164. The labour code, therefore, will render very great services, and it is awaited with an impatience which I can well understand. That does not mean, however, that in its absence nothing else exists. We have regulations, though they are largely fragmentary. The code will contain a single set of regulations, which in many cases will modernize certain points. It will represent a great advance for the Trust Territory—whether Togoland or elsewhere—where it is put into force. I repeat, however, that it does not yet have the force of law.

165. Mr. DAVIN (New Zealand): I appreciate the explanations of the special representative. I was aware there was a great deal of labour legislation in operation in the Territory. The code will probably perfect and co-ordinate these laws with those applicable to other Territories. I thank the special representative for making this particular point clear to the Council.

166. I have one more question, relating to infant mortality. I understand that a high rate of infant mortality has been one of the problems in the Territory in the past. For instance, on page 143, there is reference to the fact that this is one of the principal factors of depopulation—although, if I may remark in passing, the population has been increasing each year since 1947. It is stated that particular care has been devoted to the welfare of mothers and children since 1946. If I may refer the special representative to page 303 of the report, he will find a table there showing the death-rate per thousand live births of children in their first year. The rates for the eight sectors listed show a great variation, ranging from 23.95 to 98.5 per thousand. I wonder whether the special representative could explain the reason for this great variation?

167. Mr. DOISE (Special representative for Togoland under French administration): I have already had occasion to touch on this particular problem. The statistics given on pages 302, 303 *et seqq.* of the annual report do not concern the population as a whole because, under the present conditions of civil registra-

tion and the organization of social services in the Territory, it is impossible to obtain complete statistics. The statistics to which we are referring cover the population visited by the mobile prophylactic units, or treated in dispensaries or hospitals. They are therefore fragmentary figures. When, for example, reference is made to infant mortality, it means primarily the infant mortality recorded in the hospitals. These mortality statistics are of a very special nature: they relate only to persons entering hospitals, but not to the large body of children who have not been treated in hospital institutions. Next year I shall arrange for the Administration to give a more detailed explanation of these statistics and to add notes making it easier to understand them.

168. Mr. DAVIN (New Zealand): I quite agree that it would be desirable to have some footnotes at the bottom of these statistics indicating their limitations. I have no more questions to ask, and I thank the special representative for his courteous and full replies.

169. Mr. S. S. LIU (China): At its ninth session, the Trusteeship Council expressed the hope that the Administering Authority would further increase the facilities for advanced medical training.² We noted with satisfaction, from the opening remarks of the special representative [436th meeting] that twenty-five students were now receiving medical and pharmaceutical training in France. We wonder whether, besides these, there have been other steps taken by the Administering Authority to expand the training facilities for medical and health experts?

170. Mr. DOISE (Special representative for Togoland under French administration): The number of scholarship-holders who are pursuing advanced medical studies in France should not cause us to forget the local conditions which have been established by the Administering Authority to promote progress in matters of hygiene and public health.

171. In addition to the doctors who have graduated from a medical school, there is in Togoland a very large number of African doctors who have studied for three years at Dakar and have obtained diplomas. This diploma is of course of less value than the diploma granted to students graduating from French medical schools. Nevertheless, African doctors have rendered very great services and displayed real devotion to their profession.

172. The training of male nurses has been very vigorously pursued. At first, this training may have been rather incomplete, but for three or four years it has been conducted at a school with a considerably high standard at Lomé. Every year those who succeed in passing an examination take courses at this school; the courses are given by specialists who are army doctors at the Lomé hospital.

173. Speaking of African doctors, I omitted to mention the midwives, who are recruited in the same way as the African doctors.

174. In addition, the public health authorities have also attempted to train auxiliaries, with qualifications intermediate between those of the male nurse and the doctor, who may do more than merely nurse the

² See *Official Records of the General Assembly, Sixth Session, Supplement No. 4*, p. 196.

patients. These auxiliaries must be able to make decisions; they can, for example, lance abscesses or perform small operations of that kind. In brief, they must be able to take action for which they assume a certain amount of responsibility. We have called the officials in this category "agents sanitaires" [*health auxiliaries*]. I believe they have existed since 1947 and are recruited by examination from among the best male nurses. There are some at every hospital and at every medical centre. They also render very valuable service and display a boundless devotion.

175. Reference was made just now to infant mortality. The Administering Authority was of the opinion that it was not enough to provide the hospitals with modern equipment and give them a carefully selected staff, but that it was also necessary as far as possible to appeal to the masses of the population and interest them in these questions. Thus, the institution of the matron-midwife has, so to say, been made official. These matrons are never forgotten: they receive a wage, and they frequently take refresher courses to reacquaint themselves with conditions in the country, a procedure which enables them subsequently to serve as examples in the villages to which they are sent.

176. All these steps are taken to disseminate as widely as possible among the masses modern ideas of medicine, hygiene and antiseptics.

177. I think I have dealt — though briefly and imperfectly — with the arrangements for training a qualified staff and obtaining as good results as possible outside the sphere of medical studies proper, to which the *élite* of the students are directed.

178. Mr. S. S. LIU (China): Sharing the interest of the delegation of the Dominican Republic in the status of women, I wonder if, among the twenty-five receiving higher medical education overseas, there are some who belong to the fair sex?

179. Mr. DOISE (Special representative for Togoland under French administration): It is true that young women take courses in France. If you like, I can find the exact figure, which I do not have before me at the moment. I know, however, that there are young indigenous women studying either in the *lycées* or in the secondary schools. Some of them, if I am not mistaken, are taking higher studies and at the same time attending courses in social welfare. I am sorry I do not have very exact figures before me, but I can give them to the representative of China tomorrow.

180. Mr. GERIG (United States of America): During the course of this discussion, a good deal of information has been elicited on the subjects of health and food, but I believe no one has raised the question of the present situation in the Territory as regards housing, which is also an important item. I am not referring now to any particular part of the report. I would merely ask the special representative whether, in the Administering Authority's opinion, the housing situation, particularly in the urban areas, is satisfactory.

181. Mr. DOISE (Special representative for Togoland under French administration): There are several aspects of this matter which must be borne in mind. I shall say immediately, however, that in the urban areas

Togolese housing cannot be regarded as unsatisfactory, because, especially in recent years, owing to the increase in wages and the accompanying rise in the standard of living, the houses built by the indigenous inhabitants in the towns have shown a very distinct improvement. Most often, the indigenous inhabitants even try to erect permanent, or, as we say, "hard", buildings, faithfully modelled on dwellings in the temperate zones.

182. In the urban centres, and particularly at Lomé, there are health regulations laying down the requirements which must be met in the construction of dwelling places and even providing penalties for infringements of certain articles of the regulations. Any indigenous inhabitant who possesses a piece of land in that town and wishes to build a dwelling, must first obtain a building permit, which is issued by the mayor after consultation with a commission composed of representatives of the public works, highways and health authorities. Such a dwelling can be erected only if it satisfies the requirements in respect of hygiene, and durability and even, so far as possible, aesthetics.

183. Generally speaking, as I said before, the building of houses in Togoland has made great progress and will make more progress. Thus, even in villages in the bush, there is an increasing tendency to build houses on modern lines, that is to say, as permanent structures. After every harvest, even in the very backward areas, I have seen Africans returning from the town carrying pieces of corrugated metal. That is not, perhaps, an aesthetic material, but, given conditions in Africa, it is very much used for covering buildings. The indigenous inhabitants, even those who are at a less advanced stage of civilization, are beginning more and more to cover their houses with material of this kind.

184. I think I have given the United States representative a satisfactory reply by talking of the health regulations in force in the urban centres, for in my opinion that is of great importance from the point of view of housing.

185. Mr. SERRANO GARCIA (El Salvador): I have two very brief questions pertaining to the penitentiary system in the Territory. First, I should like to ask the special representative whether the Administration intends to build a special prison for women. I believe none exists at the present time.

186. Mr. DOISE (Special representative for Togoland under French administration): To tell the truth, crime and delinquency among women is not very widespread in the Territory. At every prison — at the Lomé prison for example — there are separate quarters for men and women. Frankly, I do not think the local authorities intend within the near future to provide prisons for women, since the need for them has not been felt. As a member of the Commission de surveillance [*Supervisory Commission*], I have often visited prisons; but I have seen women only in the separate quarters at the Lomé prison. I have never seen women convicts in the interior, doubtless because women there have not yet realized their complete freedom of action.

187. Mr. SERRANO GARCIA (El Salvador): On page 148 of the annual report, we read that one of the penalties applied to inmates of prisons is the elimination of rest periods during their work. I should like to know what rest periods are normally given convicts.

188. Mr. DOISE (Special representative for Togoland under French administration): So far as I know, there is no detailed time-table of rest periods for work in prisons. Such a time-table, indeed, would have to be related to different conditions according to the type of work being done. Generally speaking, work inside the prisons—and the prisoners, of course are not persons under arrest but exclusively convicts—is of a sedentary nature; it usually consists of sisal cord-making. Outside the prisons, the work is distinctly more severe, because in the first place the prisoners have to walk to their place of work, and the rest periods by which the work may be punctuated are certainly more frequent. So far as I know, however, there are no formal regulations as to the number of rest periods which must occur during working hours. Incidentally, such working hours are the same as for people enjoying their freedom, that is to say, forty-eight hours a week.

189. Mr. SERRANO GARCIA (El Salvador): Can the special representative explain the nature of the

penalty mentioned in the paragraph on page 148 of the report concerning the elimination of rest periods?

190. Mr. DOISE (Special representative for Togoland under French administration): To tell the truth, conditions in the Togoland prisons are extremely favourable. One only has to see the prisoners walking about in the company of a single guard to understand that they are not very unhappy, and that above all the work is not particularly burdensome. In principle, the guard who is responsible for supervising the prisoners' forced labour is equipped with a large alarm clock, which he carries in his hand. From time to time—I do not know exactly at what intervals—he decides that his team shall take a rest. Of course, a prisoner guilty of an offence against prison rules is not given such a rest and goes on with his work while his fellow-prisoners are resting. In my opinion, that is an exemplary punishment rather than an effective penalty.

The meeting rose at 6 p.m.