

## TWENTY-SECOND MEETING

Held at the Palais des Nations, Geneva,  
on Monday, 13 February 1950, at 2.30 p.m.

President : Mr. Roger GARREAU.

*Present* : The representatives of the following countries : Argentina, Australia, Belgium, China, Dominican Republic, France, Iraq, New Zealand, Philippines, United Kingdom, United States of America.

### 43. Programme of Work

1. Mr. MUÑOZ (Argentina) said that as a result of a number of private talks he had come to the conclusion that the majority of representatives on the Council were opposed to its meeting on Saturday mornings. If the Council wished to keep to the same number of working hours per week, it could sit somewhat longer each day from Monday to Friday and dispense with the Saturday meetings.

2. The PRESIDENT reminded the meeting that the Geneva Office worked a five-and-a-half-day week. The Director of that Office had pointed out to him that the Economic and Social Council had met on Saturday mornings. It might be possible to solve the problem on the lines suggested by the Argentine representative, although there were technical difficulties in the way of holding longer meetings. The Council might alternatively hold two plenary meetings on Fridays, but he did not know what administrative difficulties such a procedure might entail.

3. Mr. Hoo (Assistant Secretary-General in charge of the Department of Trusteeship and Information from Non-Self-Governing Territories) added that, as it was the general practice at the European Office of the United Nations to hold meetings on Saturday mornings, failure to do so was liable to give rise to uneconomic variations in its work load. For budgetary and administrative reasons, therefore, he hoped that the Council would agree to meet every Saturday morning throughout the session.

4. The PRESIDENT asked the Argentine representative to give him until the following day to discuss the matter with the Secretariat, so that a solution satisfying all members of the Council might be found.

### 44. Examination of annual reports on the administration of Trust Territories (resumed from the 19th meeting)

RUANDA-URUNDI, 1948 (T/217, T/217/Add.1, T/361 and T/361/Add.1)

5. The PRESIDENT invited the Council to consider the annual report of the Administering Authority for the Trust Territory of Ruanda-Urundi for the year 1948.<sup>1</sup>

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

*At the invitation of the President, Mr. Pétilon, Governor of Ruanda-Urundi, took his place at the Council table.*

6. Mr. PÉTILLON (Governor of Ruanda-Urundi) said that he had only been in charge of the administration of Ruanda-Urundi for six months, and had therefore not taken part in the drafting of the annual report for 1948. The Belgian Government had therefore thought it preferable to entrust the explanation of that report not to him, but to Mr. Pierre Leroy, Head of the Department of Legal Claims and of Justice, whose sphere of action covered the matters with which the United Nations was concerned. He himself was present as a mark of respect to the Council. His Government had asked him to introduce Mr. Leroy, its special representative. He also wished to follow the discussions on Ruanda-Urundi, and so to make contact with the United Nations and ascertain what matters were of particular concern to the Trusteeship Council.

7. Ruanda-Urundi, a high, mountainous area in the centre of Africa, remote from either ocean, was a country which until recent years had been isolated from the rest of the world. That explained the profound differences between Ruanda-Urundi and neighbouring territories. Its area, about one-fortieth of that of the Belgian Congo, was approximately 54,000 square kilometres : 25 per cent of that area was unsuitable for cultivation or stock-raising for one reason or another ; of the remaining 75 per cent, 42 per cent was agricultural land, 29 per cent pasture and 4 per cent forest land. The Trust Territory had the densest population of the Central African countries. On the average, each family at present had 2.88 hectares for cultivation, and there were a further 1.63 hectares of pasture per head of cattle. In some areas, those figures fell below 1.50 hectares and 1 hectare respectively. Yet in Ruanda-Urundi each family needed from 2 to 5 hectares, according to the region, and each head of cattle 3 hectares of pasture, to live normally. Moreover, agricultural yields were inadequate, as a result of intensive cultivation, and the consequent deterioration in the soil, which all the efforts of the Administering Authority had been unable to check. The climate was equatorial, the rainfall inadequate and irregular. Furthermore, differences of altitude divided the country into a number of regions each of which had its distinct climate. Finally, the distribution of water was unfavourable.

8. A comparison between the figures yielded by the census of population and land and those corresponding to the areas required per family and per head of cattle, showed that on 31 December 1949, there had been 145,000 families in excess of the desirable maximum of 780,000, and out of 965,000 head of cattle, over 450,000 had been surplus.

9. The essential problem was therefore how to enable men and livestock to live. Proof of that statement was to be found in the fact that out of 1,103,745 hectares of land under cultivation, only 28,722 hectares, that was 2.7 per cent, were devoted to raising products for export. The output of foodstuffs, totalling 2,894,000 tons, from the remainder was all consumed on the spot. Even when crops were good, the tonnage

of foodstuffs exported never exceeded 0.5 per cent by volume of the total production. Agricultural products for export cultivated on the 28,722 hectares amounted to 20,200 tons.

10. The value of the Territory's total production amounted to 2.4 milliard francs: 1,763 millions for foodstuffs and 172 millions for exportable agricultural products.

11. Total exports of all products from the Territory had amounted only to 72,000 tons, of which 51,000 tons had gone to the Belgian Congo, and 21,000 tons to other countries. Imports could be broken down into 29,000 tons from the Belgian Congo, and 21,000 tons from other countries.

12. The Territory had a favourable balance of trade, both with the Belgian Congo and with other regions. It had showed a favourable balance of 43 million francs for 1948, which should be considered in relation to the value of total production he had just quoted. The country produced too large a bulk of low-value commodities, and too small a quantity of valuable products. One remedy would be to increase the yield of the lands at present used for raising foodstuffs. That was what the Administering Authority had been trying to do for many years. A second remedy would be to import a certain quantity of foodstuffs costing little more at Usumbura than local products. In both cases, a larger area of arable land could be used for the cultivation of products for export. Both solutions would doubtless be necessary, but a further factor had to be taken into account—namely, the increase in the human and livestock populations. The indigenous population of Ruanda-Urundi, according to the census taken on 31 December 1948, numbered 3,860,747, over one-third of that the Belgian Congo, which was forty-three times larger in area than was the Trust Territory. In Ruanda-Urundi, the density of population varied from 35 to 142 per square kilometre. It seemed likely that the population would increase by an average of 100,000 a year, so that it would be doubled within forty years. Cattle, too, were tending steadily to increase by about 120,000 head a year. Thus, to maintain the numbers at the required level, it would be necessary to remove each year 50,000 head of cattle in order to eliminate the present surplus within ten years, plus the 120,000 head annual increment, or a total of 170,000 head. As local consumption and exports to the Belgian Congo accounted for only 90,000 head a year, new outlets would have to be found. The livestock in question was of poor economic value, and the situation was further complicated by the fact that the social rank of individuals was determined by the number of cattle they owned. The aim of the Administering Authority was to reform the native mentality, to bring about a progressive improvement in the quality of livestock, and to improve the standard of pasture.

13. Those problems, and a number of others, were at present the subject of general study at Usumbura. The Belgian Government had decided to draw up a ten-year plan for the economic and social development of the Territory similar to that published in 1949 for the

Belgian Congo. The plan, which would probably be completed by October 1950, would be submitted to the Governor-General and to the Minister for the Colonies, and published about 1 January 1951. It would be composed of five sections, dealing respectively with the population and its requirements, the equipment of public services, the development of agriculture and stockraising, mining and industrial development, and, finally, problems connected with requirements in personnel and finance.

14. It could be assumed that, apart from the solutions in the agricultural field already mentioned, the plan would advocate the development of mining and industry in the Territory. As the development of mining was dependent on fresh discoveries of minerals, an extensive prospecting programme would be undertaken. Industrial progress would be based largely on the Territory's abundant supply of labour, which could make an essential contribution to a manufacturing organization for the conversion of raw materials, both from the Territory itself and from various sparsely populated areas in the centre of which it was conveniently situated.

15. The Administering Authority had not only just become aware of the danger referred to. During the twenty-five years of Belgian administration in Ruanda-Urundi, the local authorities had had gradually and in turn to occupy the country, to get to know its peoples with their highly individual customs, to equip the country economically and finally to administer it. They had also had the task of gradually reforming its political structure and of inculcating in the population the notion of steady labour as an enduring safeguard against hunger and sickness. They had had, moreover, gradually to lead the Bami, the chiefs and the influential elements among the indigenous population, to adopt more efficient and modern methods of administration in all fields. Finally, they had had to work in the spheres of evangelization, education, health, and economic and social advancement.

16. All that work had been accomplished in the course of a very disturbed quarter-century, marked by several economic crises which had hit the new and poorly organized country very hard, and which had culminated in a war more terrible than the preceding one. During that conflict, all activities which did not make a direct contribution to victory had had to be reduced to a minimum.

17. The results to which attention had been drawn and which had been commended by the Visiting Mission in its report (T/217) bore witness to the magnitude of the effort made by the Belgians in Ruanda-Urundi. Further proof of that effort was to be found in the annual budgets. Ordinary budgetary expenditure had risen from 34 million francs in 1930 to 322 million francs in 1950, to which must be added the 100 million francs covered by the extraordinary budget.

18. In those budgets, expenditure in the direct interest of the indigenous population had steadily increased, and now amounted to about 50 per cent of the total. Thanks to Belgium's cautious financial policy, the

public debt had been reduced to 20 million francs, itself an indication of the excellent financial situation of the Territory.

19. There was, however, a risk that that situation would to some extent deteriorate. The deficit in the ordinary budget would probably amount to 115 million francs for 1949, and to 150 million francs for 1950.

20. The reason for that change was that the development of the country involved an increase of expenditure in all directions, which was not offset by any increase in revenue. Fresh study of the financial problem as a whole was urgently needed. He could, however, indicate that the Belgian Government had already decided to advance 150 million francs to cover the deficit in the ordinary and extraordinary budgets of the Territory for 1950.

21. With regard to the political advancement of the Territory, the documents submitted to the United Nations and the information given to the Visiting Mission made clear what had already been accomplished and what the Administering Authority hoped to achieve in the near future.

22. During 1948, the political structure had been considerably improved as was shown by the participation, since 1949, of the two Bami in the Council of the Vice-Government-General, the decision to enable the Bami to visit Europe, the abolition of obligatory labour service under customary law, the reduction in the number of cases in which the punishment of whipping could be applied and, last but not least, the forthcoming submission to the Belgian legislature of a bill for the reform of the indigenous political structure, providing for the setting up of partially elective councils at all the stages in the chain of command, and the endowment of the Councils of Ruanda and of Urundi with certain legislative powers.

23. Those achievements and plans were a response to the recommendations formulated by the Trusteeship Council<sup>2</sup> and the Visiting Mission; the latter were contained in its report (chapter V, A, sections 2 and 3, and chapter V, C, section 5).

24. The Administering Authority had the intention of acting in accordance with those recommendations, but was anxious not to be too precipitate. It wished to co-ordinate reforms in such a way as to avoid the dangerous consequence of creating something artificial and out of harmony with the real rate of progress of the country.

25. When the time was ripe for those projects, it would be necessary for the Administering Authority to appeal to the peoples of the Territory. As was well known, it was the traditional policy of the Belgian Government to have wide recourse to the co-operation of the indigenous authorities, and of the peoples themselves, in the implementation of plans conceived in the interests of all. That policy would have to be even more generally followed in the future, since it would otherwise

be impossible to undertake the fundamental reconstruction of the country's economy, the regrouping of its population with a view to ensuring better distribution, the solution of problems of livestock and of production, the improvement of the Territory's commercial organization, and the establishment of local industries. Nor would it otherwise be possible to ensure greater efficiency in educational, medical and social matters, to transform the indigenous mentality and adapt it to a new order, in a word, to achieve progress, unless the conscious and voluntary collaboration of the indigenous authorities and peoples was assured. To that end, it would be necessary for institutions to be established and developed which would enable the people to work out its own destiny. New functions and new powers would be conferred on the population, and evolution towards self-government and independence would take place in accordance with the true rhythm of its innermost life.

26. Ruanda-Urundi was just emerging from its infancy. Though far from maturity, it must be prepared for its future as a self-governing country. The moment had come for constructive reform based on the recommendations of the Council and achieved at a rate combining boldness with prudence and determined by the Administering Authority.

27. The PRESIDENT thanked the Governor for his very interesting statement.

*At the invitation of the President, Mr. Leroy, special representative of the Administering Authority for the Trust Territory of Ruanda-Urundi, took his place at the Council table.*

28. Mr. SAYRE (United States of America) expressed his keen interest in the annual report, and in the statement made by the Governor of Ruanda-Urundi. He would have appreciated additional information about the proposed political reforms mentioned in section 1, paragraph (e) (page 5), of the preface to the annual report, in particular about the probable methods of electing members of the proposed councils, and about the proposed regulatory powers of the *Conseils de Pays*.

29. Mr. LEROY (special representative) replied that that question concerned an extremely important reform of the Territory's political structure. The relevant studies, which had taken longer than expected, had now been completed by the local administration and were under review by the Minister for the Colonies, who would submit the draft reform to the legislature. He had practically nothing to add, in that connexion, to the statement by the Governor. He hoped next year to be able to provide any information desired on the point.

30. Mr. SAYRE (United States of America) asked whether he was right in supposing that it had been definitely decided in principle that the reforms would be carried out, and that detailed arrangements for carrying them out would be made in the Trust Territory, after the most important provisions had been approved in Brussels.

<sup>2</sup> See *Official Records of the third session of the General Assembly*, supplement No. 4.

31. Mr. LEROY (special representative) said that initially the question had been studied by the local administration, which had drawn up a fairly detailed plan and transmitted it to the central authorities at Brussels. The plan would be examined by the Ministry and thereafter submitted to the legislature which, he was convinced, was prepared to go ahead in the matter.
32. Mr. SAYRE (United States of America) said that the steps taken by the Administering Authority towards carrying out the political reforms deserved commendation.
33. Sir Alan BURNS (United Kingdom) asked whether it was intended that members of the councils should be elected by ballot.
34. Mr. LEROY (special representative) replied that that aspect of the matter had not yet been finally settled and that voting procedure gave rise to certain difficulties owing to the still comparatively high proportion of illiterates in the Territory. The Administering Authority was doing its utmost to ensure a free vote when elections came to be held.
35. Mr. KHALIDY (Iraq) said that, if it was not too soon to ask, he would appreciate some information about the probable powers and functions of the proposed councils.
36. Mr. LEROY (special representative) observed that it was too soon to give a detailed reply to that question. Nevertheless, he could say that the legislative council which would very probably be set up would deal with native affairs to begin with, and would gradually acquire more general powers as time went on.
37. Mr. KHALIDY (Iraq) asked for information about the strength of the indigenous inhabitants' attachment to tribal customs and their readiness to accept democratic ideals.
38. Mr. LEROY (special representative) said that the African in Ruanda-Urundi was extremely attached to his tribal institutions. A complete educational process would be required to adapt him to the democratic ideal of the Belgians. He would point out to the Council, by way of information, that a trial election had been held in 1949 at the extra-customary centre of Usumbura. Several members had to be appointed to a council and the indigenous population had been invited to elect them. The experiment had proved somewhat disappointing, not because the choice made by the indigenous population had been irresponsible or bad, but because that population had regarded the election as unwelcome drudgery, although the Administration had done its utmost to convince it of the importance of the act. Rather surprisingly, the more educated Africans regarded it as beneath their dignity to take part in such elections with the remainder of the indigenous population. Nevertheless, the Administration was determined to continue its efforts in that direction.
39. Mr. AQUINO (Philippines) asked whether the Administering Authority intended to allow illiterates to participate in elections in Ruanda-Urundi.
40. Mr. LEROY (special representative) replied that illiterates must participate in the elections, at least to some extent, since some of them were notables. Illiteracy could not be made a ground for discrimination at elections.
41. Mr. AQUINO (Philippines) asked whether there were at present, or whether there would be when the proposed elections for membership of the councils were carried out, any standard rules for the Trust Territory as a whole governing voting by illiterates.
42. Mr. RYCKMANS (Belgium) observed that for the time being there was no law on the suffrage. He requested that the special representative should not be asked for particulars of the studies which had been submitted by the Administering Authority to higher authority with which the final decision rested. It was very difficult for the special representative to divulge such plans before higher authority had indicated which of them would be submitted to the legislature, and which did not meet with its approval.
43. Mr. AQUINO (Philippines) asked for the views of the Administering Authority on the passage, in the Visiting Mission's report (chapter V, A, section 4) reading: "The mission is under the impression that the people of Ruanda-Urundi today are enjoying a régime of peace and security, but in an atmosphere that is not quite so free as it could be. Now that peace and security have been established, the Mission hopes, the ideal of liberty will also be progressively fostered."
44. Mr. LEROY (special representative) said that was a problem of such wide scope that it was very difficult to give precise information on the point. The Administering Authority had the greatest respect for liberty in all its forms. It had guaranteed the indigenous population all fundamental human rights, and was determined to go as far as was possible in that field. Nevertheless, it should not be forgotten that the peoples in question had been in the most backward condition imaginable in 1919, and that the League of Nations, and thereafter the United Nations, had considered it essential to place them under mandate or trusteeship. It was obvious that some restriction of their liberties had to be imposed until their development was complete. He hoped that such restrictions would be progressively relaxed as time went on.
45. Mr. AQUINO (Philippines) asked for additional information to that given in section 7 (page 9) of the preface to the annual report concerning punishment by whipping in the Territory.
46. Mr. LEROY (special representative) explained that the abolition of whipping was a much-debated question. He himself had lived 13 years among the peoples of the Congo and five years among those of Ruanda-Urundi, and had never witnessed a public whipping without a feeling of discomfort. But he sometimes wondered whether that was due to a somewhat misplaced sensitivity. So far as Ruanda-Urundi was concerned, the question of whipping should be considered

from three points of view. With regard to whipping as a penalty inflicted by the courts, it had to be admitted that internal order in the Territory required the punishment of offences. It was a matter of striking a happy medium between necessary deterrents and that humanitarian treatment which was the right of all men, even of criminals. No one would dream of denying that Belgium, a country where corporal punishment was unknown and the death penalty practically non-existent, had shown the greatest leniency in the treatment of her criminals. Nevertheless, where penalties were too light or public solicitude for criminals too marked, society ceased to enjoy adequate protection. Corporal punishment was still sanctioned in certain highly civilized countries. If criminals thought more of the dignity of their victims, it would perhaps be less necessary to think of theirs.

47. Mr. AQUINO (Philippines) intervened to ask whether the Administering Authority did not intend to abolish corporal punishment in Ruanda-Urundi.

48. Mr. LEROY (special representative) said he could answer that question in the affirmative at once. Resuming his statement, he referred to the question of whipping as a disciplinary measure in military units or prisons. In that case also there was much to be said for it, since the conception of human dignity varied according to geographical latitude. He himself had known an African whom he had sentenced to four days' solitary confinement come to him and ask to be whipped, that was, to be punished like a man.

49. With regard to whipping as a disciplinary measure in prisons, it seemed preferable that, when rules were violated, the guilty prisoner should realize that he was liable to a maximum of eight lashes rather than that the punishment should be left to the initiative of warders, some of whom might be given to brutality.

50. Lastly, *pro memoria*, until 1948, the Administering Authority had tolerated whipping to compel Africans to plant certain crops as a means of combating the fairly frequent threats of famine. That measure had been formally prohibited since 1948.

51. Mr. AQUINO (Philippines), referring to section 5 (page 8) of the preface and to question 64 (page 65) of the annual report, asked whether the Administering Authority was abolishing or planned to abolish, compulsory tribute to chiefs and sub-chiefs in the form of work or in kind.

52. Mr. RYCKMANS (Belgium) observed that the reply was to be found in the sections of the report referred to by the Philippines representative.

53. Mr. LEROY (special representative) said that tribute in the form of labour had now completely disappeared. The last surviving forms of such tribute—namely, road construction and weeding—had been replaced by an annual tax of 10 francs per head. The African districts now employed regular workmen to perform such work. Information on the subject was to be found under question 64 (page 65) of the report.

54. Mr. AQUINO (Philippines) asked what was the Administering Authority's opinion of the Visiting Mission's suggestion, contained in its report (chapter V, A, section 1), that the Authority: "should envisage the modification of the system of administrative union between Ruanda-Urundi, and the Belgian Congo on the basis of partnership rather than subordination".

55. Mr. LEROY (special representative) said that a very detailed reply (T/AC.14/28) dated 8 June 1949 had been given by the Belgian Government to the questions relating to the administrative union between Ruanda-Urundi and the Belgian Congo, submitted by the Committee on Administrative Unions in annex IV of its interim report to the Council (T/263) at its fourth session. Those replies showed that there was no question of subordinating the interests of Ruanda-Urundi to those of the Belgian Congo.

56. Mr. AQUINO (Philippines) asked whether the situation remained unchanged since those questions had been answered.

57. Mr. LEROY (special representative) said that the situation had evolved to the extent that, in order to meet suggestions of the Trusteeship Council, the Government-General of the Belgian Congo had ceased to deal with a whole series of questions which directly concerned Ruanda-Urundi. But in fact those questions concerned neither policy, nor the advancement or liberty of the inhabitants, because all such questions had already been handled direct in Ruanda-Urundi itself. The Trusteeship Council would doubtless agree that it was a matter of comparative indifference whether it was the Governor-General of the Belgian Congo who settled health measures applicable to airports, the width of roads, etc. All questions relating to African policy and all those concerning the advancement of the indigenous population were handled separately for Ruanda-Urundi. In such cases, the administrative union had no powers.

58. Mr. AQUINO (Philippines), drawing attention to the opinion of the Visiting Mission expressed in its report (chapter I, section 5, eleventh paragraph) that there was no justification for excluding Africans from the Vice-Government-General's Council, said that the Trusteeship Council should commend the Administering Authority for acting on the Mission's recommendation in its report (chapter V, A, section 2) that the Bami of Ruanda and of Urundi should be appointed members of that Council. Had the Administering Authority acted on, or did it intend to act on the accompanying recommendations that "three or four African notables or leaders... should be appointed members of the Council" as well as the Bami, and that the Council, which at the time of the recommendation had been an advisory organ, "should be developed into a legislative council in the near future"?

59. Mr. LEROY (special representative) said that the two Bami—namely, the Mwami of Urundi and the Mwami of Ruanda, had attended the 1949 sessions of the Vice-Government-General's Council on exactly the same basis as other members, and had had complete

freedom to express their views. The results of the experiment had, therefore, fully justified the admission of Africans to the Council. The local administration was not unwilling to consider widening such African participation in the work of the Council in the more or less near future.

60. Replying to a further question by the Philippines representative, he said that the question of granting legislative powers to the Vice-Government-General's Council had not yet been examined. To give the Council such legislative powers would be, to some extent, an actual negation of the Trusteeship system.

61. He further observed that since, under the Trusteeship Agreement for the Territory of Ruanda-Urundi, Belgium had been entrusted with the administration of Ruanda-Urundi and since, under the same Agreement, she exercised all legislative powers in the Territory, there could be no question at the present time of transferring those powers to a council of Ruanda-Urundi.

62. Mr. KHALIDY (Iraq), referring to the replies given to the questions put by the Philippines representative concerning the administrative union between the Belgian Congo and Ruanda-Urundi, asked whether the Administering Authority had sounded the opinion of the peoples of Ruanda-Urundi on the question of the integration of the Trust Territory with the Belgian Congo.

63. Mr. LEROY (special representative) pointed out that the question of integrating Ruanda-Urundi with the Belgian Congo had never been considered, even by the Belgian Government, and he was at a loss to understand why the local administration should have to consult the Bami on the matter.

64. Mr. RYCKMANS (Belgium), who recalled that he had been Governor of Ruanda-Urundi at the time of the creation of the administrative union of that Territory with the Belgian Congo, explained that the leading native chiefs at that period had been utterly ignorant on questions of general administration. Hence there could have been no question of consulting them. The decision in 1925 had been taken after consultation with the local authorities of the Belgian Congo and the local authorities of Ruanda-Urundi. The latter, although extremely jealous of their independence, had agreed to administrative union with the Belgian Congo because they had realized all the advantages which would accrue to Ruanda-Urundi, especially in the technical sphere and in the fields of agriculture and public health, where the central services had had far greater resources at their command than had the local ones. He was convinced that if the question were put to-day to the Governor of Ruanda-Urundi, no objection would be forthcoming from any quarter to administrative union, the advantages of which were unanimously recognized by the African population.

65. Mr. PETILLON (Governor of Ruanda-Urundi) pointed out, in further amplification of the Belgian representative's remarks, that the question of administrative union had already been raised previously, and that the Administering Authority had replied in writing that

the indigenous population as a whole was not yet sufficiently mature to consider such problems, although its chiefs realized the advantages of union with the Belgian Congo. To illustrate his thesis, he quoted passages from speeches by the Mwami of Urundi and the Mwami of Ruanda in the Vice-Government-General's Council on 15 April 1948, in which they had expressed their approval of administrative union.

66. Mr. LIU (China) asked whether the numbers of persons sentenced in Ruanda-Urundi to be whipped had increased or decreased since the end of 1948.

67. Mr. LEROY (special representative) said he had no statistical data on the question of whipping. As he had already stated, the form of punishment had ceased to be applied administratively in the case of agricultural workers as from 15 September 1948; generally speaking, it was in process of disappearing.

68. Mr. SAYRE (United States of America) asked whether the Secretariat could provide any information as to the manner in which the written questions and the answers thereto would be published. He was under the impression that they were normally annexed to the *Official Records* of the Council but wondered whether it would not be preferable in future if they were to appear in the same document as the oral questions and replies. Such procedure would, he believed, facilitate research work and would, moreover, avoid the impression that a greater importance was attached to oral than to written questions.

69. Mr. ALEKSANDER (Secretary to the Council) replied that the oral questions and replies thereto were to be found in the Summary Records of the Council whereas the written questions were assembled in a separate document, which in due course found its place in the corpus of the Council's documents. He was consequently not certain whether it would be possible to print the oral and written questions and replies together since that would involve printing the former twice.

70. Mr. SAYRE (United States of America) believed that it would be desirable to reproduce all questions and replies in one and the same document.

71. The PRESIDENT agreed that it would be advisable to treat written and oral questions alike. He would study the question with the Secretariat and acquaint the Council with his conclusions.

72. Mr. AQUINO (Philippines) proposed, in view of the fact that the special representative had not yet been able to provide written replies to written questions on the political aspect of the annual report, that the Council proceed to discuss other aspects of the report on the understanding that further clarification of any issues arising from the political sections might be requested by Members of the Council at a later stage.

73. Mr. RYCKMANS (Belgium) suggested that the simplest procedure would be to send the written questions to the Administering Authority in good time to allow it to collect all the necessary information. Replies to written questions need not, he stressed, necessarily themselves be written. An oral reply might suffice, the

text being included in any case in the verbatim record and in a condensed form in the *Summary Record* of the meeting at which it was made. What mattered was not that the reply to a given question should be written or oral, but that the question should be put sufficiently early to allow the reply to be based on accurate information.

74. The PRESIDENT agreed that the important point was that questions should be submitted in ample time to allow the Administering Authority to collect the necessary material to satisfy the questioner's requirements. The purpose of written questions was not to delay the discussion, but to expedite it, and so to enable the special representatives to answer questions with all the facts at their finger tips.

*The meeting was suspended at 4.35 p.m. and was resumed at 5 p.m.*

75. Mr. LIU (China), referring to the remarks in the opening statement of the Governor of Ruanda-Urundi relating to the budgetary deficits in the Territory for the years 1948, 1949 and 1950, expressed gratification at the fact that those deficits were due in part to the social, economic and educational advancement achieved in the Territory, and asked by what methods the Administering Authority intended to cover them.

76. Mr. PÉTILLON (Governor of Ruanda-Urundi) recalled that he had already stated that the anticipated deficits for 1949 and 1950 would be covered by an interest-free loan of 150 million francs advanced to Ruanda-Urundi by the metropolitan country.

*Mr. Pétillon withdrew.*

77. Mr. LIU (China) asked what encouragement the Administering Authority was giving to Africans in setting up in trade on their own account, and whether any steps had been taken, in accordance with the Visiting Mission's suggestion contained in its report (chapter II, section 8, fifth paragraph), to institute classes at which the rudiments of trade and accountancy would be taught.

78. Mr. LEROY (special representative) explained that the Administering Authority had not so far considered the organization of commercial training, its view being that the commercial education of the indigenous population should be carried out in African business centres as well as in non-African commercial centres, where Africans could learn the rudiments of business and acquire the experience enabling them to set up in business on their own account later.

79. Mr. LIU (China), noting the statement in section 5, paragraph 2 (page 8), of the preface to the annual report to the effect that no new road construction would in future be undertaken before the necessary mechanical equipment was available, asked whether the misuse of that equipment by African workmen and the wastage of manpower consequent upon the employment of unskilled labour had now ceased. He was gratified to learn from that section that the criticisms made by the Visiting Mission in its report (chapter II, section 41, sixth paragraph) had been taken into account by the

Administering Authority and that roadmen were now being paid regular wages.

80. Mr. LEROY (special representative) stated that the Administration contemplated, as a future development, the progressive mechanization of public-works equipment. As stated in section 5, paragraph 2 (page 8), of the preface to the annual report, the Government already possessed a small number of scrapers, road-rollers, stone-crushers, and pneumatic hammers, and would add to that number, year by year, as necessary. Part of the anticipated budgetary deficits for 1949 and 1950 was due to expenditure on modern equipment of that kind.

81. Mr. RYCKMANS (Belgium) drew the Chinese representative's attention in connexion with the organization of commercial training in the Territory, to question 43 (page 46) of the annual report, which recorded the establishment in business on their own account of Africans who had acquired business experience as employees of non-Africans, and the opening of a commercial training section at the Léon Classe Institute, at Kigali, to provide an adequate theoretical grounding for Africans wishing to engage in business. Thus a beginning had already been made in implementing the Visiting Mission's suggestion.

82. Mr. AQUINO (Philippines) asked whether African workmen were receiving training in the use of mechanical equipment.

83. Mr. LEROY (special representative) pointed out that a certain number of Africans had already been trained in the use of modern equipment, at least of such as was already employed in the Territory.

84. The number of such skilled workers was not very large at the moment, but would steadily increase as more and more mechanical equipment came to be used.

85. Mr. AQUINO (Philippines) asked the special representative for his views on the statement in the Visiting Mission's report (chapter II, section 3, fourteenth paragraph) to the effect that, since the cultivation of coffee was optional, the Administering Authority should see to it that its efforts to stimulate the production of coffee by Africans did not take the form of disguised compulsion.

86. Mr. LEROY (special representative) denied that any compulsion or pressure was brought to bear on Africans by the Administering Authority, so far as coffee growing was concerned. The most that could be said was that it encouraged Africans to grow coffee and gave them advice on how to raise a very remunerative crop.

87. Mr. AQUINO (Philippines) asked whether the Administering Authority contemplated the mechanization of any specific industry, in whole or in part.

88. Mr. LEROY (special representative) explained that the Administration contemplated mechanizing industry on the broadest scale. It was difficult for him to reply to the Philippines representative's question without first obtaining more precise information from the local administration.



89. Mr. KHALIDY (Iraq) asked whether such trade unions as existed in the Territory played any part in political life and how much they depended on the guidance of Europeans.

90. Mr. LEROY (special representative) said that hitherto trade unions had not taken any part in the political life of the Territory. Their primary function was to help in the settlement of disputes between employers and employees, and to protect the latter's interests.

91. He agreed that Europeans had played a part in the setting-up of trade unions, but they had confined themselves to pointing out to indigenous workers that they had the right to form such unions, to submit claims and to defend their interests. In no case had Europeans attempted to make use of trade unions for their own ends or for political purposes.

92. Mr. KHALIDY (Iraq) asked what steps the Administering Authority was taking to remedy the shortage of doctors and nurses. Did the difficulties of recruitment of such personnel which the Administering Authorities of other Trust Territories encountered also occur in Ruanda-Urundi?

93. Mr. LEROY (special representative) said that the improvement of the medical services and an increase in the medical staff of Ruanda-Urundi formed part of the ten-year plan which, as stated by the Governor, would probably be published at the beginning of 1951. While he was not able to furnish detailed information, he was, nevertheless, in a position to state that the Ruanda-Urundi medical service was one of the main concerns of the Administering Authority.

94. Mr. RYCKMANS (Belgium) pointed out that the Iraqi representative would find some of the information for which he had asked in chapter XII (pages 334 and 335) of the statistical annex to the annual report. He pointed out that the whole of the staff referred to in that table as *infirmiers diplômés* had been trained at the Astrida school. Information on the professional training of indigenous nursing staff and medical assistants was given under question 169 (pages 145 and 146) of the annual report.

95. Mr. AQUINO (Philippines) referred to the account in the Visiting Mission's Report to the situation relating to the scale of wages in the Territory. It was stated there that the wages of African workers were extremely low, the economic system of the Territory being based on a low wage scale. The Visiting Mission contested the validity of the arguments advanced by the Administering Authority to justify that situation, and recommended in its report (chapter III, section 5 (b)) that the latter should consider the possibility of a radical change in the wage system. A frank appraisal of the situation had been made by a commission of the Belgian Senate which had visited the Belgian Congo and Ruanda-Urundi in 1947. From a comparison of prices charged in the European stores and in areas worked by big companies, the commission had drawn the conclusion that the position of Africans was unhappy and called for remedial measures. It considered that

if internal economic expansion were achieved, all producers and distributors would ultimately benefit and at the same time a system of exploitation based on excessively low wages would be ended. One member of that commission had indicated that those wages were scandalously inadequate.

96. In discussing the Visiting Mission's report the Colonial and Foreign Affairs Committee of the Belgian Senate had emphasized that wages in many other Non-Self-Governing Territories and independent countries, especially in underdeveloped areas were as low as, if not lower than, in Ruanda-Urundi. Could the special representative give the Council further information on that point?

97. Mr. LEROY (special representative) pointed out that the question put by the Philippines representative dealt with the same matter as written question 26 submitted by his delegation. If the Council had no objection, both questions would be dealt with at the same time.

*It was so agreed.*

98. Mr. AQUINO (Philippines) drew attention to the references in the Visiting Mission's report (chapter III, section 8) to discriminatory legislation. Under the Ordinance of 11 September 1945, urban areas were divided into European, Asian and African quarters. The Visiting Mission had recommended, in chapter III, section 8, of its report, a change in that legislation for the purpose of ensuring that identical standards of public health and adaptation to urban conditions were applied to all residents. Question 40 (page 44) of the annual report, however, indicated that the division of cities into quarters was made necessary by the different standards of living and customs of the various communities. That view was upheld in the report of the Commission of the Belgian Senate which invoked aesthetic and health reasons and claimed that the experience of cities in the British colonies, where there was no racial segregation, had not been successful.

99. Mr. LEROY (special representative) said that racial discrimination in such matters as ownership of real estate and residential rights would not appear to be of major importance for Asiatics living in Ruanda-Urundi. Although in towns Asiatics, Europeans and the indigenous inhabitants did live in separate quarters, that was not so much the result of racial discrimination as of a natural gregarious tendency on the part of town dwellers of similar customs, way of life or social class as was indeed often the case in Europe. He quoted several examples in support of his argument, and reminded the Council that petitions alleging racial discrimination were usually presented by persons who had had trouble with the legal authorities.

100. Mr. KHALIDY (Iraq) said that a more appropriate term than racial discrimination might be racial distinction, which covered the cultural, economic and political aspects of the problem. Would the special representative agree that the proper solution to that problem lay in progressive education?



101. Mr. LEROY (special representative) was convinced that racial distinctions would gradually disappear. Members of the Council would have gathered from the Visiting Mission's report that such discrimination occurred in four fields: residence in urban districts, the control of alcoholic liquor, the possession of arms and the prison system. The Administering Authority intended to do away completely with racial discrimination in the matter of the possession of arms and the control of alcoholic liquor. Discrimination in the case of the prison system really only existed according to the letter of the law. In practice, Asiatics and Europeans were on a footing of absolute equality. It was intended to replace the old laws by a new one and the Minister for the Colonies was at present studying the draft thereof.

#### 45. Tentative time-table for remainder of the sixth session

102. Sir Alan BURNS (United Kingdom) drew attention to the fact that the tentative time-table (Conference room paper No. 13) submitted by the Secretariat did not allow for the full observance of the six-week period which, as requested by him at the second meeting, should be allowed to governments for drafting their comments on the reports of Visiting Missions. However, if the Council wished to adopt that time-table, he, for his part, would endeavour to secure his Government's comments in time, and to ensure that the special representatives were present on the dates suggested.

103. The PRESIDENT informed the Council that as it was impossible to tell how much time would be required for the question of Jerusalem, it had not been possible to draw up a final time-table. The dates in the paper which had been circulated could therefore only be considered as approximate.

104. Replying to the point raised by the United Kingdom representative, that an interval of six weeks had not been entirely provided for, he explained that that was due to the fact that it was difficult to foretell the exact course the session would take. Nevertheless, in the case of the Trust Territories of the Cameroons and of Togoland under British and French administration, respectively, the Governments might instruct their special representatives to be at the Council's disposal on the dates shown in the time-table.

#### 46. Statement by the President on the telegram from the Geneva Association of United Nations Correspondents to the Secretary-General of the United Nations.

105. The PRESIDENT read out a telegram sent on 11 February to the Secretary-General of the United Nations by the Geneva Association of United Nations Correspondents, which read as follows:

"The Geneva Association of United Nations Correspondents formally protests against the release at Lake Success in advance of Geneva of the report to the Trusteeship Council of the Visiting Mission to West Africa. The Association reiterates its strongest objec-

tions to the killing of Geneva news stories for Geneva correspondents provoked by the present policy of the Department of Public Information of placing an embargo on material originating in Geneva so that it can be simultaneously released at Lake Success and elsewhere. The world's leading telegraphic services and newspapers now maintain a staff of correspondents at Geneva, but if the policy of the Department of Public Information remains unchanged and Geneva continues to be short-circuited as the point of origin of United Nations news at Geneva, the international Press corps here will cease to exist. The Association can find no possible excuse for simultaneous release elsewhere of a purely Geneva story such as the report of the Visiting Mission, and urgently hopes that you will be able to take immediate steps to prevent any recurrence. — (Signed) Victor LUSINCHI (President)."

106. Mr. KHALIDY (Iraq), speaking as ex-Chairman of the Visiting Mission to Trust Territories in West Africa, said that there had been a leakage, and that he wholly supported the attitude of the Geneva Association of United Nations Correspondents. He had written to the Assistant Secretary-General in charge of the Department of Trusteeship and Information from Non-Self-Governing Territories and would propose that the Council await a statement from the latter before passing judgment.

107. The only other comment he would make at the present stage was that, although he completely sympathised with the Geneva Association, the fault did not lie with the New York Press.

108. The PRESIDENT said that enquiries would be made into the matter. He hoped that steps would be taken to prevent any recurrence. Unquestionably, the Visiting Mission alone could decide when its report should be published and communicated to the Press, either in whole or in part.

The meeting rose at 6 p.m.

225th meeting

### TWENTY-THIRD MEETING

*Held at the Palais des Nations, Geneva,  
on Tuesday, 14 February 1950, at 2.30 p.m.*

*President: Mr. Roger GARREAU.*

*Present:* The representatives of the following countries: Argentina, Australia, Belgium, China, Dominican Republic, France, Iraq, New Zealand, Philippines, United Kingdom, United States of America.

Observer from the following country: Egypt.

47. **Question of an international régime for the Jerusalem area and protection of the Holy Places (General Assembly resolution 303 (IV) of 9 December 1949) (T/118/Rev.2 and T/423) (resumed from the 21st meeting)**

1. The PRESIDENT requested members of the Council to refer to the draft Statute for Jerusalem prepared