



TRUSTEESHIP COUNCIL

Thirteenth Session

OFFICIAL RECORDS

491st MeetingMonday, 8 February 1954,
at 2.15 p.m.

NEW YORK

CONTENTS

Page

Examination of conditions in the Trust Territory of the Cameroons under British administration: (a) annual report (T/1090); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure; (c) report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952 (T/1042, T/1074) (continued)	
General debate (concluded).....	61
Appointment of the Drafting Committee.....	65
Examination of conditions in the Trust Territory of the Cameroons under French administration: (a) annual report (T/1082 and Add.1); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure; (c) report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952 (T/1043, T/1069); (d) General Assembly resolutions 655 (VII) and 758 (VIII) on the hearing of petitioners from the Trust Territory (continued)	
Questions concerning the Trust Territory and replies of the special representative (continued).....	65

President: Mr. Leslie Knox MUNRO (New Zealand).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, New Zealand, Syria, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

Examination of conditions in the Trust Territory of the Cameroons under British administration: (a) annual report (T/1090); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure; (c) report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952 (T/1042, T/1074) (continued)

[Agenda items 3 (c), 4 and 5]

At the invitation of the President, Brigadier Gibbons, special representative of the Administering Authority for the Trust Territory of the Cameroons under British administration, took a place at the Council table.

GENERAL DEBATE (concluded)

1. Sir Alan BURNS (United Kingdom) wished to refer to some points made during the debate which related to the responsibilities of the United Kingdom Government itself rather than to those of the Administration of the Territory.

2. The question of establishing target dates for self-government arose in connexion with General Assembly resolutions 558 (VI) and 752 (VIII). The United Kingdom Government had never concealed its doubts about the wisdom of those resolutions and had indicated clearly during the sixth session of the General Assembly, at the 239th meeting of the Fourth Committee, that it could do little to observe the recommendations to

Administering Authorities. He had nothing to add at the present time with regard to the principle involved. The United Kingdom Government would of course comply with the only mandatory element in resolution 752 (VIII), namely paragraph 3, which called for a report by the Trusteeship Council on the measures taken to promote progress towards self-government in each Trust Territory, but it was not in a position to make any predictions concerning dates.

3. His second point was the question of integration. The United Kingdom was administering the Territory as an integral part of the Protectorate of Nigeria, in accordance with article 5 a of the Trusteeship Agreement. In doing so it was taking into account the wishes of the inhabitants, who were finding increasing means to give free expression to their wishes, as was shown by the decision of principle reached a few days previously in West Africa to give separate status and self-governing institutions to the southern provinces of the Cameroons. The United Kingdom Government similarly respected the desire of the north to continue to develop its association with the northern region of Nigeria, and had no intention of allowing the Territory's trusteeship status to impede the advancement of the inhabitants to enjoyment of the objectives of the Trusteeship System hand in hand with the peoples of Nigeria. The Administering Authority recognized its responsibilities under the Charter and the Trusteeship Agreement, which had been explicitly recognized and their exercise effectively ensured in successive Nigerian constitutions. It was impossible at the present time to foresee what form that recognition would take in the new instruments to be drawn up to implement the agreements reached at the Conference on the Nigerian Constitution held at Lagos, and it might still be impossible at the next session of the Council. Hence the United Kingdom Government would be unable to assist the Standing Committee on Administrative Unions with any precise information if it were to be charged with an investigation of the matter at the present time.

4. In that connexion he had been rather disappointed by the reaction of some members of the Council to the decisions to which he had referred. Apparently, unlike the Administering Authority, they would prefer to see the Trust Territory isolated and preserved in sterile captivity by the United Nations rather than vigorously developing democratic institutions in the broader West African setting which could ensure freedom, stability and prosperity for the peoples of the Cameroons.

5. His experience in the administration of under-developed peoples and countries had been that good government was the only effective prelude to self-government, and that colonial administration, for all its philosophical and spiritual imperfections, gave more real justice and personal freedom to the common man than some other popular forms of government. The United Kingdom Government wished to maintain those virtues in the Trust Territories until the broad-based will of the peoples found full expression in the determination of their own destiny.

6. Brigadier GIBBONS (Special representative for the Cameroons under British administration) expressed appreciation of the understanding shown, and the constructive suggestions put forward, by members of the Council in discussion on the Trust Territory. The USSR representative, however, had a conception of the Territory's affairs fundamentally at variance with the facts, as revealed in the annual report of the Administering Authority,¹ the report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952 (T/1042) and in the special representative's answers to questions, and as understood by the other members of the Council. At the 390th meeting, the USSR representative had painted a startling picture of a colony governed under a feudal system run by an omnipotent bureaucracy which blocked all progress towards self-government, and of a people without political rights, exploited by capitalist monopolies purely for the United Kingdom's benefit; and he had asked the Council to recommend that the Territory should become self-governing and independent.

7. As the Council already knew, the Territory was unlikely to become a separate entity. The Administration was concerned to prepare indigenous persons for participation in the public service and, far more important, was making great progress in developing Cameroonian policy-making bodies. With regard to the USSR representative's recommendation for special measures to assist the northern regions towards advancement, the Administration was sedulously fostering the development of those regions, evidence of which had been before the Council at the current session.

8. To increase the appropriations for the medical and educational services, as the USSR representative had suggested, would mean either paralysing the Administration for lack of funds or crippling the population with taxation.

9. The USSR representative had also suggested the conversion of the existing head tax into a graduated income tax; that was the Administration's policy, and was progressively applied as individuals began to have ascertainable cash incomes.

10. The Standing Committee on Administrative Unions appreciated that the identity of the Trust Territory was being carefully preserved, in conformity with the people's own wishes; while its association with Nigeria was bringing progress towards self-government at a hitherto unforeseen rate. The northern Cameroonians clearly desired to remain integrated with Northern Nigeria, and the elected Southern Cameroonian leaders had expressed satisfaction with recent arrangements for their administration within the projected Federation of Nigeria.

11. Government policy in the Territory was determined not by bureaucratic control but by ministerial councils, on which the majority consisted of the people's elected representatives. In the south, feudalism was extinct; in the north, it was rapidly being replaced by democracy. There was no evidence whatever of any lack of political rights: the rule of law was absolute, the government was elected by adult male suffrage and some 300 police sufficed to maintain law and order among nearly 1,500,000 people.

¹ See *Report by Her Majesty's Government in the United Kingdom of Great Britain and Northern Ireland to the General Assembly of the United Nations on the Administration of the Cameroons under United Nations Trusteeship for the Year 1952*, London: Her Majesty's Stationery Office, 1954, Colonial No. 299.

12. It was fantastic to suggest that the Territory was bled white by monopolistic enterprises. In the Cameroons and Nigeria together, only one-half of one per cent of the gross national product left the country as interest and dividends; in the Cameroons separately that percentage was almost certainly even smaller, as over half the export business was controlled by the Cameroons Development Corporation, which devoted all its profits to the country's well-being.

13. Alienation of land in the Territory's 34,000 square miles was insignificant: there were no white settlers, and United Kingdom commercial firms held only about forty square miles, or one-thousandth of the land. There was no question of alienation of forest reserves, which existed simply to protect the forests for the owners' future benefit. In fact, the Council had urged the Administering Authority to extend those reserves. Plantation labourers, as the 1952 Visiting Mission had found, received high wages for the area, enjoyed good relations with management, and had welfare advantages. Thus it was plain that the country described by the USSR representative was not the Cameroons under British administration as known to those who worked or visited there.

14. The discussion had indicated in how many matters of policy the Administering Authority was now guided by the views of the elected representatives of the people. The Territory in fact had progressed so far politically that a revised conception of the relationship between the Council, the Administering Authority and the inhabitants was called for. The objectives of the Trusteeship System had been largely, if not completely, achieved. In the last year or two the functions of the public service had changed radically. Until recently members of the public service had acted as trustees, as they had indeed been doing long before the establishment of the United Nations. They now, save in those matters necessarily reserved to the metropolitan Power, found themselves in the position of advisers to elected bodies. In future the Council's recommendations would come, in the Southern Cameroons, before an Executive Council with an elected indigenous majority, and in the north before the Executive Council of the northern region of Nigeria, with a large elected majority, and a Consultative Committee of the Northern Cameroons members of the northern House of Assembly.

15. The constitution of the Territory was at present in a state of flux. Its new form would probably not be completed before July 1954 and it would seem that the Standing Committee on Administrative Unions would not be in a position to consider the changes until then. The Southern Cameroons was to be removed from the eastern region of Nigeria and to become federal territory, with its own regional legislature and executive, financed by a federal grant from the revenue attributable to the Territory all of which would continue to be devoted in one way or another to the service of the Territory. It would send six members to the federal legislature, one of whom would sit in the federal Council of Ministers. The Southern Cameroon legislature, with competence in all regional matters, would consist of twenty-one unofficial and three official members, under the presidency of the Commissioner of the Cameroons. The Executive Council, also under the presidency of the Commissioner of the Cameroons, would consist of four elected unofficial members and the three officials. Assent to legislation would be given by the Governor-General instead of the Commissioner of the Cameroons, thus binding the Territory more directly with the

United Kingdom. The three-member Southern Cameroons delegation to the constitutional conference, and the Southern Cameroons population, appeared enthusiastic about the new arrangements.

16. The elected representatives of the Northern Cameroons had emphatically expressed the wish to remain within the organization of the northern region of Nigeria. It was now proposed to give the region five members in the northern House of Assembly, besides those in the northern House of Chiefs, and four in the federal legislature, thus increasing its representation in both the regional government and the federal legislature. There would also be a consultative committee, consisting of Northern Cameroons members of the House of Assembly and perhaps of members from partially Cameroonian constituencies, to advise the northern regional government.

17. With regard to the concern expressed by the Chinese and Syrian representatives that the north and south were not to join in a regionally autonomous government, the people of the Northern Cameroons appeared definitely to prefer union with the northern region of Nigeria, which they were achieving with adequate representation in the regional and federal governments. Thus the aspirations of all sections of the Cameroons people had been satisfied, and the identity of the Territory at the same time kept in view without loss of the benefits of the connexion with Nigeria.

18. The Administering Authority had not, as the Syrian, Haitian and Salvadorian representatives had suggested, conceded those developments grudgingly, but had kept an open mind on the subject, since the situation had always been fluid. Many questions as to the potential results of the Nigerian connexion and of joint southern-northern consultation and possible union, as to the inhabitants' capabilities of regional government, as to financial prospects, and the like, had been worked out under the transitional constitution. That Constitution had appeared inevitable at the time of its inception, before those questions had been resolved. The new constitutional arrangements should be satisfactory for the present time, and the Administering Authority would pursue the realistic policy recommended by the Indian representative, bearing in mind the requirements of the Charter. The Haitian representative could rest assured that the new Nigerian constitutional institutions would be genuinely democratic. The only foreseeable occasion for intervention by the Governor-General would be to ensure strict observance of the Trusteeship Agreement.

19. With regard to the Indian representative's comments on the restriction of Cameroons representation in regional and federal organs of government in proportion to population, the wishes of the other members of the federation must be borne in mind. He felt that the proportion provided for the Southern Cameroons was fair to all parties, while in the Northern Cameroons, since the peoples' wish was for equal treatment with other parts of the northern region, the application of the population ratio must appear more appropriate.

20. He could assure the Indian representative that the existing franchise did amount to adult male suffrage; the provision relating to tax liability had been made because the area in which a man paid his tax determined the constituency in which he voted. Exemption from the very low rate of tax was rare and did not affect the right to vote. Female suffrage was a matter

for public opinion in the Territory to decide, and had been emphatically rejected by the vast majority.

21. As the French and New Zealand representatives had said, local government was vitally important, and the slow progress by the south in comparison with the north was indeed disappointing. It was due, however, to the region's preoccupation with constitutional matters. Public servants had been able to arouse little interest in the subject and, as the Indian representative had said, development must come from the bottom and not from the top. Hope now lay in discussion with political leaders.

22. For the information of the Chinese representative, the new Southern Cameroons government would have the benefit of the recent report of an expert commission of inquiry when it dealt with Native court reform.

23. The Administration's fiscal arrangements, work on diversification of crops and progress in road construction appeared to give much satisfaction. The abolition of customs duties advocated by the Indian representative had much theoretical support and might eventually be practicable, but at present, as in most countries, customs duties formed a convenient and indeed inevitable form of revenue in Nigeria and the Cameroons. In 1951-52 they had provided £527,000 out of a total revenue of £1,410,000, and the representative Government in Nigeria would be unlikely to consider seriously a proposal to discard that source of revenue.

24. The Indian representative was mistaken in regarding the Territory's economy as one in which the inhabitants suffered disabilities which he imputed to nineteenth-century colonialism. It was true that the very small proportion of the Territory's production which was exported consisted of primary products and that the introduction of subsidiary occupations and minor industries was necessary to a balanced economy. There was good technical education in the Territory, and skilled craftsmen would soon begin to appear. The authorities in the Territory would benefit from Indian experience in the spinning-wheel campaign. However, the economy consisted mainly of peasant subsistence farming, with some export crops raised by the peasants, by the Cameroons Development Corporation and by two private enterprises, which were sold at stabilized prices under the control of marketing boards. There were no foreign planters. Companies tax stood at nine shillings in the pound; the tax paid by private enterprise in 1952-53 had amounted to some £380,000, and the net profit could not greatly have exceeded £400,000, as against a total production for the Territory of about £30 million. The cocoa produced as a sideline by the peasants in the Victoria and Kumba divisions, to provide them with luxuries, was half as valuable again as the profit made by the commercial concerns.

25. It was wrong to consider working conditions miserable. Labour was organized in trade unions, enjoyed consultation with management, and, besides comparatively high cash wages, free hospitalization and free primary education, and had the right to strike. Labour conditions could safely challenge comparison with those in any under-developed country.

26. In reply to the Syrian representative's comment on the Fiscal Commissioner's report, an economic survey of Nigeria and the Cameroons had recently been completed by a mission sent out by the International Bank for Reconstruction and Development, at the United Kingdom's request.

27. The opinion of the electorate must be awaited on the suggestion that the Cameroons Development Corporation's profits should continue to be allocated to the Northern as well as the Southern Cameroons; it appeared that public meetings in the north had declared their intention of refusing further such allocations, in order to end any impression of southern political interference.

28. The Australian and New Zealand representatives had rightly emphasized the importance of expanding the co-operative movement, developing agricultural research, providing agricultural equipment and training farmers; those were all subjects on which Cameroons political leaders were determined to concentrate.

29. With regard to the Belgian representative's reference to the need to combat soil erosion, the Administration, with the support of the mission sent out by the International Bank, had lately secured the enactment of contour-farming rules in much of Bamenda Province, and it was hoped that example would be followed elsewhere.

30. He fully agreed with the Indian representative that the procedure under the Collective Punishments Ordinance would, if applied in a reasonably developed society, be a negation of English judicial principles. His own colleagues, as well as many elected Cameroonian and Nigerian representatives, took that view, and hence the ordinance was invoked rarely and only after full discussion in the Executive Council and the Council of Ministers. On his recommendation it had once been invoked in the Cameroons. In primitive areas that procedure was sometimes the only way of righting a wrong: one tribe attacking another was animated by mistaken patriotism and saw no wrong in its collective action, and hence the only method of punishing the offenders and securing compensation was the collective method. He described the situation obtaining in the Bali-Widekum inter-tribal affray, as a result of which the ordinance had been invoked, and explained that peaceful negotiations for a settlement now being conducted between the Bali and Widekum peoples had been made possible solely by the application of the Collective Punishments Ordinance, which had provided the only possible means of demonstrating that crime does not pay, and of securing compensation for the damage suffered by the Balis.

31. The bride-price problem raised by the Belgian representative was a matter for public opinion to settle. He would inform the Cameroons Development Corporation, for its consideration in conjunction with the forthcoming results of the survey of plantation conditions, of the suggestion that advances of pay should be given to enable labourers to marry; but he felt that there would be a real danger that such advances might be misapplied.

32. The Administration's policy was ahead of public opinion — which must ultimately decide the question through its elected leaders — in seeking to promote the abolition of corporal punishment. Indigenous courts in the greater part of the Territory could now apply corporal punishment only to juveniles. The Magistrate's and Supreme Courts had been restricted in their application of it, and in 1952 sentences of whipping had been passed only in the cases of juvenile delinquents.

33. Great progress was being made in preparing the people for administrative duties, largely through their participation in responsible legislative and executive organs, the Cameroons Development Corporation, local

education and health committees and *ad hoc* consultative bodies. Those wide opportunities had, in practice, militated against Cameroonian entries into the senior grades of the public service, by offering political counter-attractions. The Cameroons Development Corporation offered generous opportunities of higher education, but the late date at which the Territory had been placed under United Kingdom administration had meant that education was not yet sufficiently advanced to enable the best use to be made of the scholarships available; that situation was being remedied following a recent large expansion of education at the lower levels.

34. With regard to the expansion of the health services urged by some representatives, the number of hospital in-patients had risen from 14,500 in 1950 to 56,600 in 1952; and that of out-patients from 204,000 to 482,000. In the north, a full-scale hospital had been completed at Mubi and a health centre at Sugu, and a medical officer had been posted at Bama, where an out-patients' block had been started. An organized anti-leprosy campaign had been launched and appropriations had been made for two leper settlements, which would suffice for all the Southern Cameroons and which were under construction. The propaganda against syphilis and endemic diseases urged by the Salvadorian representative was being carried out through the competent channels. Public expenditure on medical and health services had risen from £66,000 in 1950 to £141,000 in 1952.

35. The rate of the further expansion of the social services would now become a matter for consideration by the representative governments in the light of the amount of revenue they could raise. He believed that all the Southern Cameroons elected representatives had a sincere determination to increase taxation in order to secure acceleration in the expansion of social services. But, though it appeared that the population was considerably under-taxed, he thought they would experience greater difficulties than they now foresaw once they began to deal with the matter practically in responsible ministerial office.

36. Public expenditure on education had increased from £149,000 in 1950-51 to £182,000 in 1951-52. The £10,000 reduction in development expenditure on education in the same period was due to the completion of non-recurring capital work on the Trades Training Centre at Ombé and the Rural Training Centre at Bambui, both of which were now in operation. There had also been steady, if gradual, expansion in primary education, and such encouraging developments in adult education as 179 Cameroons Development Corporation evening literacy classes and fifty adult education centres in the Bamenda Province.

37. The main obstacles to expansion of primary educational facilities were the sparseness of the population, communications problems and the conservative outlook of the people. Pioneer schools were being set up in the north to ascertain where to concentrate the main effort; in the south, the problem was to fill the classes and ensure adequate funds for expansion, converting the present gradual rate of progress into a rapid and wholesale advance. The cost of even a static educational system increased annually with the bill for teachers' salaries. The Territory's 1,300 teachers were well organized in a trade union and well paid, on a scale of increments, by comparison with civil servants. In common with most local leaders, he felt that the financial solution was the adoption of education rates, an incidental effect of which would be to make regular school attendance

a normal practice. Small education rates had now been introduced into some areas of the south, but not generally. The new government in the Southern Cameroons would undoubtedly deal with the problem in the near future. It might also be expected to give consideration to the ultimate introduction of universal free education, as advocated by the Chinese, Haitian, French and Salvadorian representatives. As the Indian representative had said, however, that could not be an immediate objective. That representative had also rightly remarked that the small primary school fees charged at present were probably no real deterrent to attendance; the new government, if it examined the problem, would probably find that the immediate abolition of such fees before the introduction of general and adequate education rates might cause a recession in education by leading to the closing of financially unstable schools.

38. He believed with the New Zealand representative that particular emphasis should be laid upon grants for new and impressive school buildings, which would increase public interest in education. He would keep the point before the Southern Cameroons Government.

39. He did not consider necessary the brief supplementary report which the Syrian and Salvadorian representatives had suggested that Administering Authorities should issue before each session of the Council to bridge the gap between the preparation of an annual report and its consideration by the Council. The necessary material could be provided in the special representatives' opening statements, supplemented by their answers to questions.

APPOINTMENT OF THE DRAFTING COMMITTEE

40. The PRESIDENT suggested the delegations of Belgium, China, India and the United States as members of the drafting committee for the report on the Cameroons under British administration.

It was so decided.

Brigadier Gibbons, special representative of the Administering Authority for the Trust Territory of the Cameroons under British administration, withdrew.

Examination of conditions in the Trust Territory of the Cameroons under French administration:
(a) annual report (T/1082 and Add.1); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure; (c) report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952 (T/1043, T/1069); (d) General Assembly resolutions 655 (VII) and 758 (VIII) on the hearing of petitioners from the Trust Territory (continued)

[Agenda items 3 (d), 4, 5 and 10]

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

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE SPECIAL REPRESENTATIVE (continued)

Economic advancement (continued)

41. Mr. DORSINVILLE (Haiti), referring to paragraphs 117 and 121 of the report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952 (T/1043), asked whether it would not be possible progressively to introduce some method of cultivation

more advanced than hoeing and less costly than mechanization, such as ploughing with oxen.

42. Mr. BECQUEY (Special representative for the Cameroons under French administration) replied that studies were being made with a view to ascertaining whether it would be possible to introduce mechanization. Animal traction was little used in the Territory, but the Administration was considering trying to induce the indigenous inhabitants to use ploughs and other agricultural instruments. A few of them had begun to use animal traction. Beasts used for that purpose were exempt from the cattle tax.

43. Mr. DORSINVILLE (Haiti) observed that difficulties had arisen owing to the increasing number of African middlemen, known as "buyer-clerks", which sent up the price of cocoa and encouraged speculation. He asked why the persons concerned had rejected the Administration's plan for regulating the cocoa trade.

44. Mr. BECQUEY (Special representative for the Cameroons under French administration) explained that the cocoa trade operated under a system of free enterprise. In any event there could be no question of strictly regulating cocoa purchases, for economic reasons, and the Administration, rather than take half-measures, had tried to persuade the producers, the co-operatives and the provident societies to regulate themselves. Cocoa was sold at markets on dates fixed long beforehand and announced in the *Journal officiel*. The regional and subdivisional chiefs were usually present and advised the producers to sell their produce collectively, or through provident societies and co-operatives. Those methods had been very successful and the producers had obtained very good prices.

45. Mr. DORSINVILLE (Haiti) asked whether there were any agricultural experts in the Territory whose duty it was to ensure that the Administration's instructions for the use of contour ploughing to prevent soil erosion were being carried out.

46. Mr. BECQUEY (Special representative for the Cameroons under French administration) said that the Administration had issued no instructions that contour ploughing should be carried out in any part of the Territory. In each area, however, there was an agricultural inspector, with several assistants, who explained the advantages of that method to the people. Some success had already been achieved, but the method of contour ploughing had not yet been generally adopted.

47. Mr. DORSINVILLE (Haiti) asked the origin of the complaints that had been made that the revenues of the provident societies were not used for the benefit of the indigenous inhabitants, and what use was in fact made of those revenues.

48. Mr. BECQUEY (Special representative for the Cameroons under French administration) said that the revenues of the indigenous provident societies were utilized entirely for the benefit of the societies themselves. The complaints that had been received touched on two points. First, the persons who had complained considered that the administration of the provident societies should be more democratic. They were compulsory co-operative organizations presided over by the chief regional officer. Nevertheless, there were general meetings attended by one or two representatives of each village and the budgets were voted by the general meetings. The Administration was anxious to make the societies as democratic as possible, but it had not yet felt it wise to allow indigenous inhabitants to preside over them, in view of the fact that the management of

large sums of money was sometimes involved. It was contemplating creating the office of vice-president, but no steps had yet been taken to that end.

49. The second criticism concerned the fact that members did not know for what purposes their subscriptions were used. That was due to the size of the area covered by each society. Steps had been taken to correct that state of affairs and to set up sections of the provident societies covering sub-divisions or even smaller areas. There had also been a division into sections according to the different kinds of activity, so that there might be—and indeed there already were—a number of sections in a sub-division.

50. After the war, both in the Cameroons and in other African territories, the provident societies had been severely criticized and a number of co-operatives had been established. The indigenous inhabitants had, however, soon realized that it was safer to entrust money to the Administration than to private persons—even to members of their own family or village—and there was much less criticism now than there had been four or five years previously.

51. Mr. RYCKMANS (Belgium), referring to the quinine research establishment referred to on page 104 of the Administering Authority's annual report,² asked at what altitude it was situated, what species of quinine was produced there, and whether it was owned by the Government or by chiefdoms of local indigenous organizations or whether it was a State monopoly. He would also like to know what price was paid the indigenous inhabitants for quinine bark, and whether it enabled them to make a profit. He wondered whether the Dschang establishment was regarded as a profitable enterprise in view of the great increase recently in production of synthetic drugs, which had adversely affected quinine prices in other territories.

52. Mr. BECQUEY (Special representative for the Cameroons under French administration) regretted that he was unable to give detailed replies to all the Belgian representative's questions, some of which were outside his province. He could say, however, that the Dschang quinine research establishment was situated at an altitude of about 3,000 feet; it had its own quinine plantation. Production was expected to reach fifteen or twenty tons. In 1952 it had produced four and a half tons, which was a good beginning. A certain quantity was exported to French Equatorial Africa. There was a nursery garden for the production of ledgeriana plants, which were handed over to the indigenous inhabitants so that they could grow them and sell the bark. He was unable to say what the price of the bark was, but indigenous inhabitants had been bringing it regularly to the establishment. Two or three years previously the Administration had been much concerned at the falling off in the use of quinine and the tendency to use synthetic substitutes. More recently, however, the health service, in the light of its experience, had been strongly recommending the use of quinine, since the immunization produced by substitutes was apparently less complete and less lasting.

53. Mr. RYCKMANS (Belgium) asked whether the programme for constructing a series of cold-storage depots (*chaîne du froid*) had been carried out.

54. Mr. BECQUEY (Special representative for the Cameroons under French administration) pointed out that some parts of the programme were not expected to be complete before 1959. So far, two cold-storage slaughter-houses were in operation, one at Maroua and the other at Ngaoundéré, and a cold-storage depot at Yaoundé would soon come into operation. The slaughter-houses at Douala were not yet ready; they had no priority because there were already a number of cold-storage depots there which enabled foodstuffs to be stored, though for a short period only. Construction of a number of new slaughter-houses would shortly be begun.

55. Mr. RYCKMANS (Belgium) wished to know how the indigenous cattle-breeders had welcomed the Administration's plans for introducing artificial insemination of cattle, and whether experiments had been made following the import of Brahma bulls from Texas.

56. Mr. BECQUEY (Special representative for the Cameroons under French administration) pointed out that the Administering Authority's report gave a detailed description of the methods of cross-breeding used.

57. Mr. RYCKMANS (Belgium) was unable to understand why the Administration was experimenting with natural insemination seeing that the advantages of artificial insemination were, first, that it enabled more complete use to be made of the bull, and, secondly, that it obviated any doubts concerning the genetic nature of the experiment.

58. Mr. BECQUEY (Special representative for the Cameroons under French administration) had no precise information on the subject, but understood that a programme of artificial insemination had been carried out at the beginning of the 1952-53 breeding season.

The meeting was suspended at 4.15 p.m. and was resumed at 4.35 p.m.

59. Mr. SEARS (United States of America) asked whether the Visiting Mission's suggestion that a study should be made of the possibility of establishing a weaving industry in the north had been followed up.

60. Mr. BECQUEY (Special representative for the Cameroons under French administration) said that he saw no possibility of establishing such an industry on a sound economic basis. The Administration was not of course hostile to the suggestion, but experiments had already been made which had resulted in failure. Before establishing the industry in the north, the Administration would be more likely to try to persuade the private individual who had started the industry in the south to reopen his original factory. At the present time a study was being made, at the request of the Territorial Assembly, into the circumstances in which the industry could be revived. There were no plans for the time being for the establishment of a textile industry in the north.

61. Mr. SEARS (United States of America) asked for information concerning the Agricultural Modernization Sections referred to in the Visiting Mission's report (T/1043, para. 118).

62. Mr. BECQUEY (Special representative for the Cameroons under French administration) replied that the Modernization Section at Dibombari was trying to persuade the indigenous inhabitants to adopt methods for the preservation of palm trees and to distribute selected plants. Furthermore, an experimental modernization section for cocoa plantations had been set up in

² See *Rapport annuel du Gouvernement français à l'Assemblée générale des Nations Unies sur l'administration du Cameroun placé sous la tutelle de la France, année 1952*, Paris, Imprimerie Chaix, 1953.

1953 for the purpose of inducing the indigenous inhabitants to keep the plantations in a better state by means of, for example, the use of insecticides. The sections had their own budget and a governing body, of which representatives of the producers were members.

63. Mr. SCOTT (New Zealand) asked the special representative what measures the Administering Authority was contemplating to protect African farmers against a fall in world cocoa prices.

64. Mr. BECQUEY (Special representative for the Cameroons under French administration) said that the Administering Authority did not intend to set up a stabilization fund, since, first, the producers would have to agree to a reduction in their receipts for the purpose of creating a reserve fund and, secondly, prices were so unstable that the fund might well be exhausted very rapidly. Hence, if the world price fell, the local producers would have to sell for less and there would probably be a decrease in production as a result. In order to avert the serious danger to the Territory of a fall in the world price of cocoa, the Administration was trying to diversify crops and to industrialize the country as far as possible.

65. Mr. SCOTT (New Zealand), referring to paragraph 142 of the Visiting Mission's report, asked whether the system of stabilizing market prices referred to therein had been established and what had been the result of its consideration by the Territorial Assembly.

66. Mr. BECQUEY (Special representative for the Cameroons under French administration) said that the study made had shown that it was impossible for the time being to set up a fund of that kind.

67. Mr. SCOTT (New Zealand) asked in what way the indigenous provident societies referred to on page 124 of the Administering Authority's report would be of assistance in carrying out the new four-year plan.

68. Mr. BECQUEY (Special representative for the Cameroons under French administration) explained that the provident societies would have a role to play in the new four-year plan inasmuch as the Administering Authority would grant them larger loans and possibly use them as intermediaries in investing capital in agriculture. Paragraph 193 of the Visiting Mission's report also referred to the manner in which the provident societies could play a part in the four-year plan.

69. Mr. SCOTT (New Zealand), with reference to paragraph 119 of the Visiting Mission's report, asked whether the experiments in introducing fruit trees in the north had been successful and whether the intention was to provide fruit for local consumption or for export.

70. Mr. BECQUEY (Special representative for the Cameroons under French administration) said the intention was to improve the diet of the local inhabitants and also to plant trees in areas where there were none. It was too soon as yet to judge of the results achieved.

71. Mr. SCOTT (New Zealand) asked what percentage of the output of the new hydro-electric works at Edéa would be used for industrial power and what for lighting of houses and towns.

72. Mr. BECQUEY (Special representative for the Cameroons under French administration) was unable to give an exact reply. Everything depended on the manner in which industry developed. At present most factories manufactured their own electric current, but

the Administration hoped that they would gradually cease to do so and begin to use the public utilities.

73. Mr. SCOTT (New Zealand) said that in the special representative's opening remarks (488th meeting) he had referred to the paper pulp industry which was planned for the Territory. He asked whether the paper pulp was to be imported, or, if not, whether it would absorb a large part of the Territory's timber resources and whether there would be a vigorous re-afforestation programme to replace them.

74. Mr. BECQUEY (Special representative for the Cameroons under French administration) was unable to give a detailed reply, since private enterprise was involved. He did not think the plans in question had yet been completed and would prefer not to hazard predictions which might be completely falsified by subsequent events.

75. Mr. MENON (India) noted from the Visiting Mission's report that many complaints regarding the price of cocoa and excessive taxation had been received from the cocoa planters. The price of cocoa on the world market had risen considerably in recent months and it would be interesting to know what proportion of the higher price reached the planter.

76. Mr. BECQUEY (Special representative for the Cameroons under French administration) replied that between September 1952 and the time when he had left the Territory, the price paid to the growers had approximately doubled. It now varied from 80 to 120 francs CFA.³ As for complaints of excessive taxation, the export tax of 12 per cent was paid by the exporters, not by the planters. The planters kept no accounts and were not liable to income tax. They paid a fixed general tax of from 300 to 900 francs.

77. Mr. MENON (India) said that apparently the foreign manufacturers of cocoa and the middlemen derived the greatest advantages from the increased price of cocoa, whereas the burden of taxation was borne by the planters. He wondered whether the Administering Authority did not feel that it should try to find some means of transferring the burden of taxation from the planters.

78. Mr. BECQUEY (Special representative for the Cameroons under French administration) did not feel that the cocoa producers were being excessively taxed. Their profits obviously varied in direct relation to the price of cocoa on the world market. If the price of cocoa dropped considerably, the export tax would certainly be adjusted in order to ensure the planters a sufficiently high price to encourage them to continue growing cocoa; the complete cessation of cocoa production in the Cameroons would be a very serious matter for the Territory.

79. With regard to other sources of revenue, the Administering Authority had constantly in mind the need for greater industrialization, but it believed that the initiative should be left to private enterprise. It had encouraged the establishment of a new company at Douala to convert low-quality cocoa into cocoa butter but there was no very great demand for cocoa butter on the world market and exports were limited.

80. Mr. PIGNON (France) wished to make it quite clear that cocoa was subject only to the export tax of 12 per cent *ad valorem*. When the world price of cocoa was high, that tax was mainly absorbed by the

³ One franc CFA equals two French francs.

purchaser, or importer. In periods of stringency, the purchaser obviously tried to shift the burden of the export tax to the planter. As the special representative had said, cocoa was a very important item in the indigenous economy and the Administration therefore followed price movements closely and would certainly reduce the export tax when cocoa prices fell. The complaints in the Visiting Mission's report dated from 1952. With the present very high world prices, they would no longer apply.

81. Mr. MENON (India) was happy to note from the Visiting Mission's report that co-operative credit and loans at a lower rate of interest were available to the indigenous inhabitants. Even cheap credit, however, entailed a burden which the farmer must carry the following year and which would ultimately fall on the industry as a whole. The problem was common to all agricultural communities where attempts were made to introduce cheap credit. It would be interesting to know whether any provision for lowering the additional burden had been made in the Trust Territory.

82. Mr. BECQUEY (Special representative for the Cameroons under French administration) replied that he was not fully conversant with the matter. A detailed reply could be included in the next annual report.

83. Mr. MENON (India) noted the reference to traps and poison in paragraph 151 of the Visiting Mission's report and asked whether such barbarous devices were permitted in the Territory.

84. Mr. BECQUEY (Special representative for the Cameroons under French administration) said that the Administration permitted the use of traps for catching wild animals, but he did not think that poison could be permitted since it would endanger domestic animals.

85. Mr. MENON (India) said that it would appear from paragraphs 169 and 170 of the Visiting Mission's report, dealing with the granting of concessions to Europeans, that the policy in the Cameroons under French administration appeared to be one of dispossessing the local inhabitants. Such a policy was contrary to the entire spirit of the Trusteeship Agreement, since, even if political freedom were obtained, the land would not be in the hands of the indigenous inhabitants. He wondered whether the French Administration considered that such alienation of the land was in conformity with the spirit and letter of the Trusteeship Agreement.

86. Mr. PIGNON (France) replied that to the best of his knowledge there was nothing in the letter of the Trusteeship Agreement prohibiting the alienation of land. The spirit of the Agreement, however, was a different matter; it introduced the principle of the paramountcy of the interests of the indigenous inhabitants. That principle had been applied in the Cameroons. Not more than 100,000 hectares in all had been alienated and fewer and fewer concessions were being granted. Furthermore, the concessions were granted subject to certain conditions which guaranteed the interests of the indigenous inhabitants as far as possible; all concessions were automatically discussed by the Territorial Assembly and large concessions were authorized only by governmental decree enacted in France. The granting of concessions had been absolutely necessary, at least in the initial period of development; far from destroying indigenous plantations, they had made it possible to develop agricultural methods from which the indigenous inhabitants derived considerable advantages.

87. Mr. MENON (India) asked whether the concessions were sufficiently large for a settler class to be created in the Trust Territory.

88. Mr. BECQUEY (Special representative for the Cameroons under French administration) said that he did not think there was any danger that a settler class which might play an important political role would be created. The 100,000 hectares granted in concessions had not all gone to European planters; colleges, religious missions and churches had also received concessions, as had the indigenous inhabitants, though the greater number of concessions had admittedly been granted to non-indigenous persons. The concessions had been granted on a final basis, but in certain circumstances the Administration could reserve the right to annul concessions in the interests of the community as a whole. Hence, the future government of the Territory could, if necessary, recover the land that had been conceded.

89. Mr. MENON (India) asked whether the seventeen airfields in the Territory were military or commercial. Seventeen seemed a very large number of airfields for the size of the Territory and must obviously constitute a burden on the economy of the country and on the indigenous population as a whole. It would be interesting to know whether the indigenous population used the airfields or whether they were mainly used by the Administering Authority and a privileged class. Information about communications between the airfields in the Trust Territory and other parts of the African continent, more especially the Union of South Africa, would also be welcome.

90. Mr. BECQUEY (Special representative for the Cameroons under French administration) explained that there were no military airfields in the Cameroons, although some buildings on the airfield at Douala were used by the Air Force. The Douala airfield was open to all international traffic; eight other fields were open to DC-4's, and the remainder to DC-3's. The airfield at Douala had been built entirely at France's expense, and the meteorological service there was financed by the French Government. Air travel was certainly not the monopoly of a privileged class; an increasing number of indigenous inhabitants, though not generally labourers in search of work, regularly travelled by air. In addition, an immense and growing amount of freight, such as animal carcasses and cotton, was transported by air. Air transport also facilitated the work of the administrative and health services. While the construction of the airfields might admittedly have been a burden on the economy of the Territory, it was hoped that they would considerably reduce the transportation charges on the territorial budget. Several airlines operated in the Territory: there was a daily service between Douala and Yaoundé and regular services several times a week to Garoua, Fombran and Batouri. There was a direct line to Paris via Fort-Lamy and Tunis and lines to Algiers, Brazzaville, Lagos, Dakar, Santa Isabel and Bata. There was no direct line to the Union of South Africa.

91. Mr. MENON (India) noted from the working paper prepared by the Secretariat (T/L.406) that the head tax was paid by all persons, irrespective of their status or nationality. He would like to know whether women and French nationals also paid the head tax.

92. Mr. BECQUEY (Special representative for the Cameroons under French administration) replied that

the head tax had been converted into a general personal tax. It was paid by all men, including persons of French nationality; women were exempt.

93. Mr. EGUIZABAL (El Salvador) noted from page 84 of the annual report that a geological map of the Territory was being prepared. As early as 1951 the Trusteeship Council had been told that there was a map showing the various types of land and the mineral resources. He would like to know whether the previous geological work had been completed.

94. Mr. BECQUEY (Special representative for the Cameroons under French administration) pointed out that the area of the Cameroons was 432,000 square kilometres and that a thorough geological survey would take some time. The work was proceeding and further details could be found on page 119 of the annual report.

95. Mr. EGUIZABAL (El Salvador) recalled that the annual report for 1951⁴ had referred to a six-month programme for exploring oil resources in the Territory. The latest annual report contained no reference to previous research in that field, and it would be interesting to know whether oil had been found and whether the prospecting was continuing.

96. Mr. BECQUEY (Special representative for the Cameroons under French administration) explained that there had been some question, for financial reasons, as to whether further prospecting should be carried out after 1951. It had eventually been decided to continue. Sample borings had been sunk to 2,300 metres and some indication of oil had been found, but no gushers.

97. Mr. EGUIZABAL (El Salvador) wondered whether the proposed centre for agronomy and stock-breeding at Yaoundé referred to in the 1951 annual report and the agricultural school which, according to the 1952 annual report was being built at Nkolbisson, were the same.

98. Mr. BECQUEY (Special representative for the Cameroons under French administration) replied that Nkolbisson was a village seven kilometres from Yaoundé. The agricultural school would be attached to the proposed centre at Yaoundé.

99. Mr. EGUIZABAL (El Salvador) asked whether the Territorial Assembly still opposed the construction of a railway across the Territory towards the north, as stated in the 1951 annual report.

100. Mr. BECQUEY (Special representative for the Cameroons under French administration) explained that the Territorial—or, as it had then been called, Representative—Assembly had not been opposed in principle to the construction of a railway across the entire Territory. It had merely felt that the project should not be given high priority or included in the immediate development plan. The building of the railway would be financed by the French Government, either directly through grants or indirectly through advances to the territorial Treasury, and that raised a problem, given France's present financial position. The Territorial Assembly and the local Administration both felt that the construction of the railway would be advisable, if the necessary funds could be found, but they were agreed that the prime need was to increase local production in order to raise the standard of living of

the local producers and the budgetary receipts of the Territory.

101. Mr. EGUIZABAL (El Salvador) said that the special representative's reply indicated that the Territorial Assembly and the Administration could decide the allocation of priorities among projects. They had apparently chosen to follow the Council's recommendation at its eleventh session (A/2150, p. 178) and to give priority to expanding the network of secondary roads.

102. Mr. BECQUEY (Special representative for the Cameroons under French administration) explained that the projected extension of the railway from Yaoundé northwards towards the Chad would cross an area already served by a road. It had therefore been decided to concentrate, for the moment, on improving the existing road and building a secondary road network to extend the benefits of road transport to a larger area and a greater number of producers.

103. Mr. EGUIZABAL (El Salvador) said that the town of Garoua appeared to be the only place from which agricultural products from the north could be exported. Such products apparently went by way of the River Benue to the Niger and thence to the sea. In 1951, the Administration had done much to improve the river channel and since then the tonnage exported by way of the river had considerably increased. On the other hand, a considerable amount of freight was apparently being shipped by air. In view of the importance of the agricultural products of the north to the southern part of the Territory, it would be interesting to know the tonnages exported by river and air respectively.

104. Mr. BECQUEY (Special representative for the Cameroons under French administration) explained that products exported from the north by air were shipped abroad from Douala, whereas those exported by river were shipped abroad from Burutu, in the Niger estuary. Products intended for domestic consumption, such as meat, also went to Douala. Nevertheless, most products entering or leaving the northern area normally went by means of the river. The water level was very variable, and the port of Garoua could be used for only two and a half months of the year. The Administration had carried out considerable works to enable the greatest possible use to be made of that brief period. The proposed road network in the northern region would extend to Garoua, linking it and Maroua directly to Douala.

105. Mr. EGUIZABAL (El Salvador) noted that it was apparently difficult to ensure the food supply of the larger towns. He wondered whether foodstuffs not only for Douala, but also for the Yaoundé region and the large towns, were given priority in air transport.

106. Mr. BECQUEY (Special representative for the Cameroons under French administration) replied that the meat supply for the large towns generally came by air, particularly in the case of carcasses. Meat on the hoof was sometimes driven into the town. There was no question of priority, since sufficient freight space was available to meet all demands.

107. Mr. EGUIZABAL (El Salvador) said that he had understood from the 1951 annual report that there was a four-year plan to establish cold-storage warehouses for the transport of products from the Chad area in refrigerated railway trucks. He had been unable

⁴ See *Rapport annuel du Gouvernement français à l'Assemblée générale des Nations Unies sur l'administration du Cameroun placé sous la tutelle de la France, année 1951*, Paris, Imprimerie Chaix, 1952.

to find any detailed reference to that subject in the 1952 report and would like further information.

108. Mr. BECQUEY (Special representative for the Cameroons under French administration) said that two refrigerated slaughter-houses and warehouses had been built, one at Maroua and the other at Ngaoundéré. The "cold chain" was continued by means of refrigerated air freight to refrigerated warehouses at Yaoundé and Douala. Refrigerated railway trucks travelled between Douala and Yaoundé, but, as the railway network ended at Yaoundé, there was no question of any refrigerated rail transport to the Chad area. An extension of the system of cold storage for meat was envisaged, and there was some question of a similar system for the distribution of dairy products from Meiganga; so far that had been done only on a small scale.

109. Mr. TSARAPKIN (Union of Soviet Socialist Republics) noted from the annual report that in 1952 twenty-one concessions had been granted under final title. He would like to know the area affected by such final concessions, to whom they had been granted, under what conditions, and for what purposes.

110. Mr. BECQUEY (Special representative for the Cameroons under French administration) regretted that he was unable to reply fully to that question, since he did not have the necessary information with him. According to page 363 of the annual report, twenty-one rural concessions under final title affected 774 hectares. Where no figure had been given for rural concessions under final title, that indicated that those concessions merely represented a transfer from provisional to final title and not an increase in the total number of concessions. The concessions had probably been granted for a number of different purposes such as the establishment of missions, agricultural projects or even industrial undertakings.

111. In reply to a further question by Mr. TSARAPKIN (Union of Soviet Socialist Republics), Mr. BECQUEY (Special representative for the Cameroons under French administration) said that he did not think that there had been any classification of forest land since 1948. He could not recall the exact area of land classified at that time. Details regarding the area of classified forest and the various types of forest could be found on pages 153 and 154 of the annual report.

112. In reply to Mr. TSARAPKIN (Union of Soviet Socialist Republics), who asked whether classified forest land could be granted as a forest concession, Mr. BECQUEY (Special representative for the Cameroons under French administration) said that in principle classified forest land was a protected area. Nevertheless, timber licences were as a general rule given in such protected areas.

113. Mr. TSARAPKIN (Union of Soviet Socialist Republics) drew attention to the fact that, according to pages 364 and 365 of the annual report, the area under food crops and the quantity of food crops produced was declining, although the Trust Territory had had to import over 2,700 million francs of foodstuffs in 1952. On the other hand, the area under export crops and the production of such crops was growing. That was a highly abnormal situation and it would be interesting to know what steps the Administering Authority was taking to increase the production of foodstuffs for domestic consumption.

114. Mr. BECQUEY (Special representative for the Cameroons under French administration) said that the Administering Authority was quite aware of the fact that the area under food crops had shown a tendency to decline in recent years. In the north the situation could be considered abnormal in that the cotton growers sometimes imported their food from neighbouring areas, when they could grow it themselves. On the whole they found that it paid them to do so. In the south there was no problem and the Territory was importing foodstuffs only because the indigenous inhabitants had sufficient means to buy imported goods and no longer wished to have the trouble of growing them. From personal experience he had found that vegetables sold in the indigenous markets cost as much as, if not more than, those imported from South Africa or Europe and sold in the shops, in addition to which they were of very inferior quality. Great efforts had been made in the Bamoun region to encourage market gardening, but so far the results had been disappointing, since the vegetables had cost as much as imported products by the time they arrived in neighbouring areas. The situation was obviously abnormal, but it could be corrected only by authoritarian measures, which the Administration was not prepared to take at that juncture.

The meeting rose at 6 p.m.