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VISITING MISSION TO THE TRUST TERRITORY OF  
RUANDA-URUNDI UNDER BELGIAN ADMINISTRATION

In accordance with Rule 99 of the Rules of Procedure for the Trusteeship Council, the Secretary-General of the United Nations transmits herewith to the members of the Trusteeship Council the Report of the Visiting Mission to the Trust Territory of Ruanda-Urundi under Belgian administration.

LETTER TO THE SECRETARY-GENERAL FROM THE CHAIRMAN  
OF THE VISITING MISSION OF THE TRUSTEESHIP  
COUNCIL TO THE TERRITORIES OF RUANDA-URUNDI AND  
TANGANYIKA

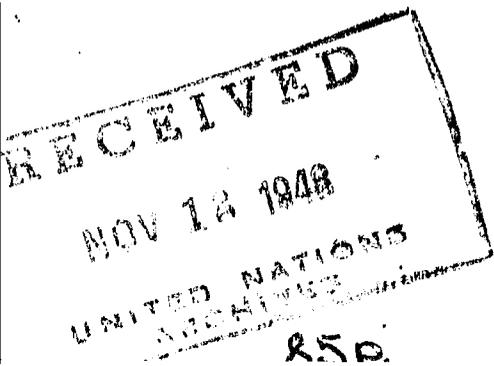
31 October 1948

I have the honour to transmit, in accordance with the Trusteeship Council's resolution of 13 July 1948, the Visiting Mission's Report on the Territory of Ruanda-Urundi under Belgian administration.

I should be grateful if, in accordance with Article 99 of the Rules of Procedure of the Trusteeship Council, you would forward copies of this report to the Belgian Government and the members of the Trusteeship Council, and I should also be grateful if, likewise in accordance with the terms of this article, you would leave an interval of two days between the despatch of this report to the members of the Council and its general distribution.

Owing to circumstances outside the control of the members of the Mission, in particular the short time given to the Mission for the drafting of its two Reports, I shall not be able to send you the Mission's Report on the Tanganyika Territory until the end of next week.

(signed) Henri Laurentie,  
Chairman of the Visiting Mission  
of the Trusteeship Council  
to the Territories of Ruanda-Urundi  
and Tanganyika



CONTENTS

	<u>Page</u>
LETTER TO THE SECRETARY-GENERAL FROM THE CHAIRMAN OF THE VISITING MISSION OF THE TRUSTEESHIP COUNCIL TO THE TRUST TERRITORIES OF RUANDA- URUNDI AND TANGANYIKA.....	
INTRODUCTION.....	4
CHAPTER I -- POLITICAL AND ADMINISTRATIVE QUESTIONS	
1. European and native systems of administration.....	10
2. Evolution of traditional native political organization under Belgian influence.....	14
3. Slow rate of political growth.....	16
4. General suggestions on possible lines of action.....	17
5. The Vice Government-General's Council.....	21
6. Administrative union with the Belgian Congo.....	23
7. Administration of justice.....	24
CHAPTER II -- ECONOMIC QUESTIONS	
1. General.....	26
2. Agriculture: Food crops.....	26
3. Agriculture: Industrial crops.....	31
4. Stock-breeding.....	34
5. Re-afforestation.....	37
6. Fishing.....	37
7. Mining.....	38
8. Trade.....	40
9. Transport and communications.....	41
10. European colonisation.....	42
11. Public finance.....	43
12. Savings.....	45
13. Co-operative system.....	45
14. Future plans.....	46
CHAPTER III -- SOCIAL QUESTIONS	
1. Public health.....	47
2. Housing.....	49
3. Nutrition.....	50
4. Standards of living.....	50
5. Labour.....	51
6. Whipping.....	55
7. Prisons.....	56
8. Discrimination against Asiatics.....	58

CHAPTER IV -- EDUCATIONAL QUESTIONS

1.	General.....	62
2.	Primary education.....	64
3.	Secondary education.....	66
4.	Higher education.....	68
5.	Technical and vocational training.....	69
6.	Training of teachers.....	69
7.	Education of girls.....	69
8.	Ad lt education.....	71
9.	Miscellaneous.....	71

CHAPTER V-- -OBSERVATIONS AND CONCLUSIONS

A.	Political and administrative Field.....	72
B.	Economic Field.....	73
C.	Social Field.....	74
D.	Educational Field.....	75

ANNEX I

Establishment and terms of reference of the Mission	77
---	----

ANNEX II

Itinerary of the Mission.....	79
-------------------------------	----

ANNEX III

Correspondence concerning remarks exchanged between the Belgian and Union of Soviet Socialist Republics representatives at the Trusteeship Council on 12 July 1948.....	82
--	----

ANNEX IV

Petitions

Annex IV is contained in document T/217/Add.1

## INTRODUCTION

This is the first report of the first visiting Mission sent to a Trust Territory in pursuance of the Charter. It may be appropriate to explain the spirit in which this report has been drawn up. A question of method is involved which cannot but be of interest to the Trusteeship Council; and the Mission thinks it proper to define its position here so as not to have to revert to the matter in its subsequent report on Tanganyika.

An initial expression of regret may perhaps be in order. Although Ruanda-Urundi is not extensive in area, unlike Tanganyika which the Mission was due to visit next, it was impossible to cover it completely. For lack of time, southern Urundi, north-eastern Ruanda and the plain north of Lake Tanganyika had to be excluded from the investigation. The Mission considered whether it would not be generally opportune to contemplate longer travelling periods; the benefit gained from the additional time would certainly be considerable. At all events, the Mission is conscious of having done its best within the space of time allotted to it.

It was at all times assisted throughout that period by the Belgian administration, which did not rest content with facilitating its living and travelling conditions. There was not a single wish expressed by the Mission the fulfilment of which was not made easy by the good offices of the authorities. To speak of cordiality would be an understatement; the proper word is co-operation, in the sense that the Mission was at all times able to have direct access to any subject of investigation and any evidence of whatever nature. It would like to express here its gratitude to the Belgian administration.

Nevertheless, the task remained intrinsically difficult. How was the Mission to undertake and successfully complete, in a few weeks, the task of appraising a Territory seen for the first time? It was apparent to the Mission that the essential thing was to see, hear and understand.

To see means to examine closely both the natural surroundings and the populations. Geographical handbooks and the reports of the Administering Authority had enabled the Mission to acquire a prior knowledge of the relatively small area, the mountainous nature of the country, and the surrounding lakes. These correct but abstract ideas could not, however, foreshadow the impression which the Mission was to receive from the very outset of a tour which, though prolonged and painstaking, was not completely exhaustive.

Hardly had the Mission begun the ascent from USUMBURA to KITTEGA than it began to be struck by numerous points which the remainder of the tour further illustrated. Throughout this rugged country, one is aware of the presence of a population almost too dense for the area inhabited, which has to seek its livelihood on these mountainous slopes. It was a country whence the African forest had almost wholly disappeared, thus increasing the danger of erosion and impoverishment; an unexplored country through which roads had to be driven; a remote country which could not, on pain of attrition, be kept isolated from the general economy of Africa and the world; a country with low rainfall and often threatened by drought. Such were the striking features which impressed the Mission on its arrival.

Such, too, were the problems for which a solution had had to be sought. One of the Mission's tasks was to see what solutions had been found. These were, firstly, the roads themselves, overhanging the precipices and criss-crossing the entire country, and alongside them the terraced fields shored up by banks of elephant-grass; the variety of crops ranging from manioc to wheat; the experimental stations and nurseries planned to produce optimum yields for all types of seeds and plants; the drainage and exploitation of marshlands; the re-forestation notably with Australian and European species, carried out systematically over the entire Territory -- in short, the patient and scientific struggle with nature in order to provide mankind with food. The Mission also saw the many coffee plantations, large and small, which, with their neighbouring food-producing fields, enabled the cultivators to free themselves from a purely local economy; the pyrethrum plant, the powdered heads of which protect the coffee trees from parasites; and the cinchona tree, the constantly developing cultivation of which augurs well for the improvement of public health. In short, the Mission saw spread before its eyes this rugged, poor and difficult country which the research worker in his laboratory, the agronomist and the administrator had combined to save from hunger and economic isolation.

The Mission's inspection was not confined to agriculture. Hospitals, dispensaries, schools -- so many class-rooms that the sight at times became monotonous -- all this likewise transmuted purely statistical figures into living reality. It would perhaps be as difficult after the visit as before to say exactly how many children attend school and how many do not. What can be affirmed is the existence of the thirst for learning with which this population has been instilled, and the efforts being made towards satisfying it. The enlargement of existing primary schools, and the establishment of new

ones, are one of the salient features of Ruenda-Urundi which impress the observer.

The craze for building is, incidentally, clearly evident. The Mission did not visit a single locality where building of some kind was not in progress; school premises, dispensaries, houses for African Chiefs or officials, laboratories and churches are constantly springing up, elegant in style and solid in form so as to meet the permanent requirements of the population. The Mission saw all this, and gained an unmistakable impression of vigorous activity.

But to see was not enough: the Mission had also to hear. It had to learn the details of the working of that strange feudal system based on cattle, and weigh up its grave economic disadvantages and possible remedies. How were these excessively large numbers of scrawny cattle to be improved in quality and reduced in quantity in order to transform them into a means of exchange and a source of real wealth? There, again, direct investigation shed light on the nature of a problem arising from the very structure of this singular society.

To hear, after having seen, was also to realize the remarkable unity of the country: unity of topography, customs, spiritual development, and population itself. Rigid ethnic, linguistic and territorial lines of demarcation are attenuated and often disappear when one has time to consider this unusual massif, so entirely shut off from the world and even from the African world until the close of the last century.

To hear meant also to obtain information on the general living conditions from the Belgian administration, the missionaries, businessmen and also, needless to say, the Africans themselves. The Mission had no difficulty in obtaining these direct contacts without which it could not have brought back to the Council the present information. Clearly it was not for the Mission, during the interviews which it freely conducted with so many different persons, to abandon its neutrality or to express such opinions or make such recommendations as remain strictly within the purview of the Trusteeship Council itself. But it was entitled, and in duty bound, to pay the closest possible heed to the matters brought to its attention, to any complaints which might be made to it, and in short to whatever anyone had to say to it or whatever it was required to hear.

In this way, it gradually became aware that the great material successes achieved by the Belgian administration had been obtained to some extent at the expense of individual initiative and the freedom of the inhabitants. The Mission realized that, in a country so seriously threatened by erosion, drought, and over-population (not to mention accidents such as invasions of /locusts),

locusts), it was difficult at the outset to undertake measures of public safety without compelling private individuals to submit to the sometimes harsh conditions imposed in the general interest. Nevertheless, once basic results (and often brilliant ones) had been achieved, the time seemed to be ripe to ease the restraints of a discipline which, if indefinitely maintained, was likely to inhibit the inner potentialities of the people and to retard their moral development. The first object was certainly to ensure the livelihood of the people. Might it not now be opportune, since a degree of security has been established, to allow them a greater share and a greater voice in the administration of the country?

It may be asked whether, as a result of its oral investigations, the Mission was not led to formulate any other reservations. These will be mentioned in the report and there is no point in dealing with them here. Let us, however, mention that, although the secondary and higher education programme which has now been adopted by the Belgian administration is a very interesting one, it would have been preferable -- and no doubt possible -- to launch it earlier. Mention may also be made of a certain inadequacy in another connection. Generally speaking, the Trusteeship System is too little known to the various elements of the population; the school textbooks, in particular, have not yet been brought up to date in this respect, and Belgian officials themselves have perhaps not been fully instructed in the special features of the new system. Furthermore, while the organization of working conditions and of welfare for the workers and their families is quite satisfactory from the point of view of local native standards, the money wages paid to the worker should be increased. In conclusion we should perhaps note that the Africans' economic and social world is still separated from that of the European by a wide gap which should be reduced.

It is not, however, the purposes of this introduction to review all that the Mission had the opportunity of seeing and hearing, but only to show how, by seeing and hearing, it succeeded in forming an opinion concerning the Territory.

To form an opinion it is necessary to understand. The Mission's task was to collect evidence; and further, that evidence had to be significant. In this respect the Mission must forestall possible criticism. It felt that an order of preference had to be established among the various subjects which claimed its attention. If certain points have been more fully studied than others, the choice was dictated primarily not only by the discussions of the Trusteeship Council itself, but also by the special interests and personal qualifications of the various members of the Mission. Hence this report does not claim to be an

encyclopaedia; its authors will consider their task well done if they have succeeded in giving a sincere appreciation, sometimes from a new angle, of a certain number of subjects. They have never considered it their duty to rewrite the report of the Administering Authority, but merely to clarify understanding of its basic data.

For instance, the Council was reminded that Belgium has been administering Ruanda-Urundi for something less than thirty years. The Mission's task was to judge on the spot whether this short period had been put to good account. That task it performed. It was vouchsafed a glimpse into the nature of the German occupation of Ruanda-Urundi: a presence rather than an administration, and an apprehensive presence at that; the battlemented forts, sole relic of the German administrators, tell their own story. And in fact peace was almost non-existent and the most horrible punishments were the rule. Not a tree, not a road, no agricultural policy, no health service, only a few religious missions bearing sole responsibility for progress in all fields.

From this point of view, given what it was thirty years ago, the country today presents a striking spectacle to the impartial observer. Perhaps the most salient feature is the general state of security without which no development would have been possible either for the community as a whole or for individuals.

Nevertheless, we repeat, all is not perfect. The Mission will draw attention both to the flaws and to the achievements. It will strive to maintain the role of an objective and enlightened witness who has contrived to see, to hear and to understand. It hopes that its report, conceived and drafted in this sense, may provide the Trusteeship Council with concrete and living material which will bring it into closer touch with the administered populations and enable it to watch over them with a more effective solicitude.

May it, however, be permitted one remark, of a more personal nature. The Mission experienced tremendous difficulty in completing its report by the prescribed date. It was out of the question to draft the report during the tour itself. One busy day followed another, and the best that could be done at the time was to take notes and arrange ideas. Synthesis and composition is office work demanding time and tranquillity. To perform this task the Mission only had thirty days available, compelled as it was to travel to London and Brussels in order to complete its investigation. Thirty days were not really enough for the drafting of two reports (Ruanda-Urundi and Tanganyika), and the Mission apologises in advance for

/the consequences

the consequences of this hasty work. It earnestly hopes that future Missions will be more favoured in this respect than itself, and that they will have at their disposal all the time necessary to submit the best possible report to the Trusteeship Council.

Finally, it should be pointed out that each and all of the remarks or conclusions contained in the report do not necessarily reflect the precise personal views of each member of the Mission. The desirability of submitting a unanimous report to the Council may have resulted in the formulation of an average opinion on particular points to which the Mission as a whole finally subscribed. It has appeared to us that this method is more in keeping with the aims of the Trusteeship System than would have been the case if more or less divergent shades of opinion had been repeatedly stated.

## CHAPTER I

### POLITICAL AND ADMINISTRATIVE QUESTIONS

#### 1. European and native administrative systems

The administrative system of Ruanda-Urundi is described in general outline in the Belgian Government's report on the administration of this Territory during the year 1947.

There is therefore no necessity to go into detail. It should be remembered however that, under the law of 21 August 1925, Ruanda-Urundi is united for administrative purposes to the Belgian Congo, and constitutes a Vice-Government General thereof; but although assimilated for administrative purposes to a province of the Belgian Congo, it nevertheless retains its distinct juridical personality and its own finances and assets.

Legislative power is exercised in the first place by the Belgian Parliament in the form of laws. The King may exercise it in the form of decrees, and the Governor-General of the Belgian Congo in the form of legislative ordinances or ordinances. Decrees, legislative ordinances and ordinances whose provisions are not specifically applicable to Ruanda-Urundi do not apply there unless promulgated by order of the Governor of Ruanda-Urundi.

Executive power is delegated by the King to the Governor of Ruanda-Urundi, who exercises it by means of ordinances. The local government, just like that of any Congo province, is administratively responsible to the Governor-General of the Belgian Congo. The Governor has an administrative staff in which only the very minor posts are filled by Africans.

Yet, in dealing with the Africans, Belgium has adopted a policy of indirect administration retaining the traditional political organization so that the native customary authorities administer the country under the supervision and direction of the European administrative authorities.

The preamble to the legislative ordinance of 4 October 1943 on the native political organization of Ruanda-Urundi explains Belgium's decision to preserve the customs and customary powers of the native authorities. It says:

"Whereas in the Belgian Congo the administration was faced with a great variety of ethnical groups, and political and social organizations often in an advanced stage of disintegration, the situation in Ruanda-Urundi was quite different.

"Here it found only two ethnical groups, the Banyaruanda and the Barundi, both of considerable size, closely related by origin, language and institutions, with firm social and political structures, and which had been sheltered by their lakes and mountains from any destructive virus which contact with more developed peoples might have brought in its train.

"Thus all it had to do was to accord them recognition and make the necessary local arrangements in order to adapt them to the new conditions created by the introduction of European civilization and the policy of indirect administration which is being so successfully pursued in Ruanda-Urundi."

The same statement points out, however, that while recognizing customs and the powers of the customary authorities, Belgian administration was to be based on the following principles:

"(a) stabilization of the appointments of chiefs and sub chiefs as a protective measure against the capriciousness of the Bami;<sup>(1)</sup>

"(b) systematic regrouping of sub-chiefdoms in order to avoid excessive dispersion of authority;

"(c) prevention of abuse by native chiefs and sub chiefs in the matter of customary tributes and forced labour;

"(d) ensuring that public institutions, especially customary native courts function in the public interest and not for the personal advantage of the chiefs".

The legislative ordinance of 4 October 1943, however, which lays down the principles of indirect administration, practised ever since Belgian occupation began, establishes numerous restrictions.

Article 30 defines the limits of customs:

"Districts, chiefdoms and sub-chiefdoms shall be administered in accordance with custom, except as provided by the present legislative ordinance, and in so far as such custom does not conflict either with the rules of public law or with legislative provisions or regulations substituting other rules for those of native custom".

The ordinance officially recognizes the existence of two "countries," Ruanda and Urundi, each under a supreme chief, the Mwami, appointed by custom. Each district is divided into chiefdoms, authority over which

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(1) Bami - plural of Mwami. The Mwami is the Sultan, the King, the Supreme Chief of the country. There are two Bami. One for Ruanda, one for Urundi. /is vested in

is vested in a chief appointed by the Mwami in accordance with custom. The Mwami, however, like the chiefs, must be invested by the Governor. Sub chiefs must be invested by the Resident.

The Governor may depose the Mwami and remove chiefs, as may the Resident in the case of sub chiefs.

Before investiture, the Mwami, the chief or deputy chief must solemnly promise to obey the instructions and legal orders of the authorities. Native authorities may be punished by the European authorities. Furthermore, the powers of the native authorities are likewise restricted.

Article 38 lays down that:

"In matters of tradition, the authority of the Bami, chiefs and sub chiefs shall be exercised to the extent and in the manner established by custom subject to the provisions of legislative ordinances on native jurisdictions and in so far as custom does not conflict with public order or with legislative provisions or regulations substituting other rules for those of native custom. The authority of the Resident or of his delegate over the Mwami, and the authority of the territorial Administrator over chiefs and sub chiefs shall be exercised by way of advice or veto."

The Bami and the chiefs may issue regulations at the behest of the territorial authorities who may also annul or suspend them. Article 39 reads as follows:

"The Mwami, like the chiefs, assisted by their respective councils, may, either spontaneously or at the behest of the territorial authorities, and in so far as they do not conflict with the provisions of the regulations established by higher authority, issue compulsory regulations for natives in regard to public health, security and order.

"The Resident may suspend the application of the regulations of the Mwami on condition that the matter is reported to the Governor of Ruanda-Urundi who may order their annulment..

"The territorial Administrator may suspend the application of the regulations of the chiefs on condition that the matter is reported to the Resident who may order their annulment."

Thus, the native authorities, the Bami, chiefs and sub chiefs, are vested with powers and prerogatives which derive from customary law, but are subject to the abovementioned limitations. They are also the organs of the European authorities and act as liaison agents between the native population and the Belgian authorities. For instance they acquaint the

people with the regulations and decisions of the competent authorities; they help to apply the provisions regarding censuses, registration of births, marriages and deaths, and emigration; they help to collect taxes; they report all important events to the territorial authorities; they see that certain works are carried out; they inform the judicial authorities of any breaches of the law not falling within their competence; they help to arrest culprits and bring them before the European authorities, they help to apply measures for public order or health, to get road repair work done, and see that compulsory crops are sown; etc.

In a few words, the primary duty of the native authorities is to carry out the decisions of the European authorities.

The Mission considers itself able to state that on the whole the native authorities are confined to a very limited field of action. Apart from judicial functions, those of a private nature or those essentially local and unimportant, it may be said that their powers are so controlled that they are reduced in most cases to the rank of mere subordinates.

They have no say whatever in the general management of affairs, in questions concerning non-natives, or in questions of principle or general policy. Even in the field of purely native general administration, their freedom of action is more theoretical than real, and their independence, if anything, illusory.

In regard to financial administration, for instance, the 1947 Annual Report states:

"In principle treasury administration is entrusted to the native authorities, but provisionally and in view of the latter's inexperience, the Country Treasury is administered by the Resident, and the treasuries of chiefdoms by the territorial Administrator or his delegate, though with the collaboration of the native authorities."

Thus Belgium has utilized the native authorities of Ruanda-Urundi, who are generally docile, because "she could not think of changing or abolishing a political organization which the masses had accepted and recognized." (1)

She has certainly succeeded in turning them into valuable and efficient agents, since we read:

"At the end of 1947 Ruanda had only thirty one European members in the territorial service, and Urundi 33.

"The reason why so small a number of officials have been able to

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(1) Annual Report on the Administration of Ruanda-Urundi, 1947. p. 222  
/administer

administer a Territory of about four million inhabitants is the responsibility laid on the customary authorities and the way they have shouldered it". (1)

2. Evolution of the customary political organization under Belgian influence

Before a judgment can be formed as to whether this political tribal system (to adopt the inaccurate terminology used by the Trusteeship Council) does or does not hinder the development of political progress, the evolution of the customary system during the thirty years of Belgian administration must first be considered.

That evolution has been considerable and is largely due to the policy of the administration which has endeavoured to propagate various new ideas whilst avoiding an abrupt break with tradition or causing violent dislocations in native life. The Belgian administration points to the great distance travelled since it took over after the first world war. Here are a few examples of its activity:

(a) one of its first aims was to supervise the activities of the native authorities with a view to reducing or abolishing abuses, arbitrary power, discretionary practices, excessive dues (such as forced labour and tributes), tribal warfare, barbaric practices and so forth;

(b) furthermore, official appointments had to be stabilized and removed from the arbitrary jurisdiction of the Bami or local potentates;

(c) slowly, and still very imperfectly, the formation of the concepts of responsibility and of civic sense has been encouraged;

(d) a further aim of the administration, and one more difficult to achieve, was to try to destroy the feudal structure of the political system, by abolishing the hereditary principle of succession to certain offices, where this applied, and the essential requirement of membership of a certain physical group or caste, mitigating the importance of feudal possession of livestock and breaking the lord and vassal relationships. But this had to be done gradually, not abruptly, if the framework of the existing social structure was to be preserved -- a structure generally recognized and accepted -- and if the native society was not to be plunged into chaos by

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(1) Annual Report on the Administration of Ruanda-Urundi, 1947. p. 222.

immediate structural reforms. The undoubted prestige and undeniable political ability of the Batutsi had to be used pari passu with a gradual abolition of the prerogatives they enjoyed as a privileged master race.

Other difficulties due to differences between conditions in Ruanda and those in Urundi and in the relations between these kingdoms also had to be overcome.

The Belgian administration has been largely successful in gradually inculcating the idea that the personal merits, qualifications, education and training of a candidate rather than race, social rank, family environment and wealth, should be taken into account in choosing chiefs and sub chiefs. This has been accomplished without affronting the ruling classes excessively or prejudicing the stability of the political structure based on the undisputed prestige of the rulers;

(e) the Belgian administration has encouraged the gradual disintegration of the feudal system and of the principle that ownership of all land and of all livestock was vested in the Mwami; it has assisted the emancipation of the Bahutu; the growing importance of the non-customary (extra-coutumier) elements of the population and the increasing number of workers have helped this evolution;

(f) finally, efforts have been made to democratise the entire system not only by progressively throwing open appointments to the most deserving or best qualified, but also by obtaining the growing acquiescence of the majority of the population and by granting public opinion opportunities for expressing itself. With respect to the last named point, results so far are still slight, but it cannot be denied that they do exist, since the activities of the various councils are spreading, their number is increasing and their membership is being gradually broadened to include all strata of the population.

In short, it may be claimed that the form of customary tribal and feudal organization has been retained but the substance has gradually changed and is continuing to change.

The Belgian administration has not adopted a policy of assimilation for the gradual replacement of European by African staff in a political and administrative structure of purely European character. By retaining the political structure of the native community and stimulating its

evolution, the administration has opened up the possibility, as yet very slight, -- of political evolution in the western sense; in other words, though the country does not yet possess a modern political structure, it could acquire one in due course of time. The customary framework which has been preserved is no longer an obstacle to political progress within the meaning of the United Nations Charter; for the present native society already possesses, in embryo, all the opportunities requisite for a new democratic organization in which the peoples of the Territory would be self-governing.

### 3. Slowness of political progress

The criticisms which the Mission feels justified in making with regard to the Belgian administration do not concern the trend of its native policy but the conception of slowness which is one of its dominant characteristics.

The administration itself describes the aim which it has set itself, namely to lead the population to self-government under the auspices of the trustee authorities, as still very remote. (1)

All the conversations which the members of the Mission have had with the officials of the local administration have brought out the fact that the political evolution of the natives is conceived as an extremely slow process. According to them it would seem that it will take many generations to achieve any results.

It is possible that at the start, a rapid evolution might have provoked trouble, disorders and chaos. It is patent that the entire period of the Belgian administration of Ruanda-Urundi has been characterized by an absence of any manifestations of this kind.

The Belgian administration is proud of the fact that it has succeeded in bringing about profound changes in the tribal institutions in so pacific a manner, without causing general discontent, serious misgivings or profound social unrest among the native population as a whole. This may in part be due to the docile nature of the masses of the population and to the fairly strict discipline of the European administrative regime, but the main cause is probably the tact and slowness which have characterized the Belgian native policy.

It none the less seems to be true that at present this political evolution has reached a stage when an acceleration of the movement would

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(1) Annual Report on the Administration of Ruanda-Urundi 1947 - page 223.

be justified without running any great risk of grave social upheavals. It is not a question of changing the policy, but of making it advance more rapidly. The generations which knew the purely traditional regime before the first world war have practically disappeared. The present generations have a profound though sometimes confused feeling of the evolution of the political structure. Hence it would seem to the Mission that a quickening of the pace of this evolution would be desirable.

4. General observations on what might be done

It is perhaps presumptuous for a Visiting Mission which has only made a short stay in a Territory to put forward detailed suggestions in a sphere as delicate and difficult as that of native policy, where a pre-requisite of objective judgment is long experience of the country and people.

For that reason this report will include only a few observations of a general nature but which the Mission regards as fundamental.

A

In order to accelerate political evolution, greater efforts should be made in regard to the general instruction and education of the masses and upper classes. As education problems are considered in a later chapter, there is no need to enlarge on this here. The elementary education of the masses is already extensive, as it now covers a large proportion of the children, but it must be still further extended, not only as regards numbers of pupils, but also in scope. Education of the upper classes is both inadequate and restricted to a very small number of Africans. Only a considerable development of education can provide a basis for real political progress. In this respect, remarkable results can be achieved in one generation.

B

The native authorities should gradually be given fuller participation in the direction of the Territory's affairs.

Membership of the Vice-Government-General's Council is a matter that will be considered later. That apart, however, could not consideration be given to encouraging initiative and allowing more responsibility? The Belgian administration is at the present time studying the possibility of giving legislative powers to certain native bodies, and, very probably, to the Mwami's Council. These legislative powers would at first be limited to the sphere of civil law, to be extended later, in the light of experience, to other spheres. This seems a step in the right direction and it would be desirable to contemplate others which would help to convert

the native authorities into responsible, active and enterprising elements, rather than maintain them in their role of subordinates.

A step which might help towards this would be gradually to take the native authorities into closer consultation on matters which clearly transcend petty local interests such as those which affect both Asians and Europeans, and those relating to trade and industry; to consider with them questions which concern the country as a whole and not the Africans exclusively; to give them a share in administrative and general political problems, as they arise at the higher levels of local administration.

It is clear that at the beginning there would be difficulties, due to the Africans lack of training. By forcing matters a little, however, such training would be accelerated because as soon as Africans were given a voice in matters of which they had insufficient knowledge, the administration would quickly realize the necessity for expediting their education; moreover, the Africans themselves would have a powerful stimulus, because they would realize how an understanding of matters which hitherto had been a closed book to them would allow them to take an active and intelligent part in the administration of the Territory's affairs. They do not have this feeling now, for they know themselves to be under close supervision and they feel confined to a restricted sphere for which they have the impression that their training is adequate.

Yet another way would be to arrange for some of the chiefs or a few of the educated Africans intended for administrative functions to travel; and especially to spend short periods in Europe.

The desire to travel exists. It has been expressed by the Mwami of Urundi on behalf of himself and his son. Numerous other chiefs, notables and students have manifested the same desire. Without being irrevocably hostile to the idea, the Belgian administration does not look upon it with favour. It is alarmed about the conditions of the visits to Belgium, the demands which those concerned might make to take relatives, friends or servants with them as escorts, the dangers of a too unsettling contact with unfamiliar forms of civilization, the too superficial views and false impressions of too short a stay, the easy temptations and unedifying sights, the problems arising from the change of climate, etc.

There can be no doubt that contact with the far-off countries of Europe, and a visit to Belgium for instance, might be a shock; but if the trip were wisely planned and conducted, it would in many cases provide a valuable stimulus to the widening of the traveller's intellectual horizon, to his political emancipation and to better mutual understanding between

the different races concerned.

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In another sphere the administration should seek further to democratize the whole political structure as far as possible and as speedily as circumstances permit. The masses must by degrees be led to take part in the choice of their leaders, and in sanctioning important decisions, the final aim being to achieve an increasingly widespread electoral system.

The Belgian administration is conscious of these problems. A note addressed to the Mission contains the following statement: "Election of the chiefs is a project which the Belgian administration keeps constantly in mind; it cannot, however, be realized in the near future; it requires on the part of the masses an understanding of the electoral system and on the part of the chiefs a degree of moral preparation which has not yet been attained".

It is quite true that hardly anything has yet been done in this direction and that both general and civic education will be the primary factors of success.

Nevertheless it is well to note that in the present social and political structure, there already exist in embryo, even among the humblest and most primitive peasant classes, the elements necessary for a considerable degree of democratic development.

There already exists in the native political life a system of councils operating in various ways, and consisting of Mwami Councils and chiefdoms councils, the existence of which is recognized by the legal ordinance of 4 October 1943 on the native political organization. There are other councils which are not yet official but which play an equally important part. Each sub chief has a council composed of representatives varying in number according to the population. These men are not necessarily notables; they represent all the hills and all the social groups, and are appointed by selection and with the consent of the family groups of each hill. This undoubtedly seems to constitute a living organism which, in spite of the absence of a proper electoral system, is an approach to a fairly democratic representation through which the opinions and desires of the lowliest can be expressed; it is a mechanism enabling contacts between the native leaders and the masses. These councils meet fairly frequently and deal in the main with very local matters. The sub chiefdom councils send certain representatives, as well as the sub chief, to take part in the meetings of the chiefdom councils.

The Belgian administration has signified its intention of encouraging the activities of these councils, which might well form the embryo of a representative system for the future.

It is also proposed to organize a regular territorial council, to be composed not only of chiefs but also of representatives appointed by an electoral body composed of notables, more advanced Africans, members of the chieftom councils, etc.

This council, presided over by a European, would accustom itself to examining the general problems of the Territory.

As will once again be seen, the present system, however primitive and unsatisfactory it may be, contains in embryo all that is necessary for full democratic development, provided it is encouraged, expanded and given increasing powers and responsibilities at a sufficiently rapid rate of progression.

In the centres where native custom does not apply, the Mission noted with satisfaction that the Belgian administration has begun to study the appointment by election of chiefs and members of councils.

All these tentative efforts and plans are encouraging. But over-cautious and timid experiments are not enough; the machinery must resolutely be set in motion.

Similar measures, small-scale experiments, many in number and very varied in form, should be tried out in various domains, in the attempt to start a process of evolution whereby the masses -- at first within the framework of their customs -- will begin to take a more active part in public life. Customs which might hinder such a development will disappear of their own accord without friction if the development is directed and guided with the intelligence and tact which the Belgian administration has so often shown.

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Finally, as an additional means of hastening the political evolution of the country, the Mission feels that the general attitude of the European administration towards the native authorities might perhaps be modified in some way. The native authorities should be made increasingly aware of the possibility open to them of taking part on an equal footing with the administration in the direction of political affairs. It is possible that Belgian officials might not all be conscious of this attitude of paternalism reminiscent of the father whose very solicitude prevents him from seeing that his children are growing up and that the possibility of their emancipation has become a reality.

5. Vice-Government-General's Council

A Vice-Government-General's Council of Ruanda-Urundi was established by decree of 4 March 1947. It is a purely advisory body which examines budgetary proposals, considers any questions submitted to it by the Governor of Ruanda-Urundi and is authorized to submit recommendations to the Government.

In the course of sessions, which only lasted for a few days in August 1947 and June 1948, this Council considered, in addition to budgetary questions, a large number of problems such as native wages, workers' pensions, land concessions, colonization and various other social, economic and educational questions.

The Council is composed of 22 persons, five of whom are high ranking officials; three are selected by the Governor of Ruanda-Urundi for their competence in colonial matters; nine are representatives of settlers' associations, chambers of commerce, employers' organizations and associations of professional employees, and five represent more especially the native population, of whom:

1. "three persons representing the native population are selected by the Vice-Governor-General from among the native and white inhabitants of Ruanda-Urundi.
2. "Two persons are appointed by the Vice-Governor-General, one on the recommendation of the Mwami of Ruanda, the other on that of the Mwami of Urundi."

The representatives and their alternates in the first group of this category were all selected from among the European missionaries, while those in the second group were chosen from among the European missionaries and officials.

It should be noted that the Constitution of this Council in no way precludes the appointment of Africans, in fact expressly permits it. Moreover, the Mission took note of the local authorities' assurance that they would consider appointing Africans later.

Various members of the local administration said that Africans did not as yet participate in the administration for three reasons.

The first of these was that one Mwami could not be asked to sit on the Council without asking the other. But whereas one of them was sufficiently advanced and intelligent to be able to participate in the Council's work, the other was not equally so; furthermore his knowledge of French was inadequate.

As a result of their contacts with the two Bami, however, the members of the Mission felt that they could both take a useful part in the  
/meetings of

meetings of the Advisory Council and that any difference in their personalities would not constitute an obstacle.

Another argument was that there were no Africans sufficiently intelligent or educated to understand the complex problems dealt with by the Council. This argument seems weak. If the first native Councillors are not up to the mark, they will take a less active part in the work and debates; but they will gain experience by their presence and this will serve as a stimulus to the European administration and the native authorities to train more mature elements. While, moreover, the agenda contains obviously difficult questions, (such as the electric requirements of Usumbura, or the long-term aerial survey programme and its importance from the point of view of the rural land register, other questions which were also discussed at the last Vice-Governor's Councils dealt with matters on which the views of African representatives would be of great value and could be given with full knowledge of the facts, such as the consideration of the possible prohibition of polygamy, workers' wages or the maintenance of the native population in rural districts.

Finally, a third argument is that at present the European officials and certain other Europeans have a better understanding and a more thorough knowledge of the real needs and true interests of the Africans than they have themselves. Suffice it to say here that the benefit of that understanding and knowledge will not be wasted as officials and other Europeans will continue to sit on the Council.

It sometimes seems that in spite of the declared intention to permit the Africans to participate in future in the work of the Vice-Government-General's Council which may some day become a legislative council, there is still some apprehension of principle. The Mission is firmly convinced that there is no justification for keeping the Africans out of the Vice-Government-General's Council of Ruanda-Urundi; they should on the contrary be encouraged to play their modest part in this way in the general affairs of the country. The two Bani, the paramount native authorities, should be members of the Council, together with an increasing number of other Africans, who should be selected in such a way as to ensure a good qualitative representation of the native population of Ruanda-Urundi until such time as a system more closely allied to an election can be considered.

The participation of certain Africans in the work of the Vice-Government-General's Council of Ruanda-Urundi as well as the organization of territorial councils and sub-chiefdom councils would constitute considerable progress.

/These measures, .

These measures, together with others, should form part of a complete programme which could be put into effect within a relatively short time; the aim would be to make the Africans understand the ever-increasing part which they are called upon to play in all the affairs of the Territory, and to enable them to bring about within a few years part of the political evolution necessary to that end.

The details of this programme should, of course, be left to the local administration, but it should be worked out on the understanding that the completion of the decisive stages should not be a question of generations or centuries.

6. Administrative Union with the Belgian Congo

The visiting Mission did not thoroughly examine the question of the administrative union of Ruanda-Urundi with the Belgian Congo. There was not sufficient time to study the matter and besides, the problem is neither new nor urgent.

Nevertheless, it seems useful to make a few comments, in view of the importance attached to this question by the Trusteeship Council.

It appears to the members of the Mission, insofar as they can judge after so brief a visit, that Ruanda-Urundi certainly has a distinct personality of its own, which does not at present seem to be threatened by the administrative union.

Everyone seems to be convinced of certain advantages of this union; for example the Territory's ability to enjoy the benefit of the skilled technical services of the Government-General at Leopoldville is an undeniable advantage, for Ruanda-Urundi could not establish similar services through its own resources. Another example is the participation of Ruanda-Urundi in the Native Welfare Fund. Indeed, as the Belgian authorities point out, the Native Welfare Fund is based on the repayment by Belgium of the war expenses borne by the Congo; and as Ruanda-Urundi did not incur any military expenditure, it would not be entitled to participate; nevertheless, Ruanda-Urundi will benefit substantially from it, and this must be considered as an additional advantage deriving from the administrative union of the Territory with the Belgian Congo.

Under the present system, which is based on the Law of 21 August 1925, Ruanda-Urundi is placed on the same footing as a province of the Belgian Congo. It is true that Belgian Congo legislation applies to it only under special guarantees, that there are various legislative measures peculiar to Ruanda-Urundi, and that in many branches of local affairs the Government of Ruanda-Urundi may enact regulations without reference to the Governor-General. On the other hand, high native policy in Ruanda-Urundi is nevertheless

decided in Leopoldville, where the laws are drafted.

It must not be forgotten that Ruanda-Urundi is a separate geographical and cultural unit, and the population is large and clearly differentiated from neighbouring populations. By the very nature of the situation, therefore, the country can develop independently. Moreover it is a Trust Territory with a different international status from that of the Belgian Congo.

Would it not be possible for the Belgian Government to consider, within the framework of an administrative union, a less rigid control of Ruanda-Urundi by the Government-General of the Congo?

Could not its status be further differentiated from that of a Belgian Congo province? Could not the Governor of the Territory be, for some purposes, directly responsible to the Minister for the Colonies at Brussels?

Could not the influence of the Government-General at Leopoldville take the form of technical advice rather than of superior orders? In this way, Ruanda-Urundi would be governed less directly from Leopoldville, whilst the authorities of Ruanda-Urundi would be left free to draw just as largely on any laws or activities of the Belgian Congo which might be considered suitable for Ruanda-Urundi.

The advantage would be that Ruanda-Urundi would be helped to develop independently. It is insufficient that no Belgian Congo law should apply to Ruanda-Urundi if it is inconsistent with the Charter or the Trusteeship Agreement. It is also necessary, whenever justified by a different de facto situation or by the wishes of the Trusteeship Council, to facilitate measures applying specifically to Ruanda-Urundi even if, for this reason, such measures may differ from certain parallel provisions in the Belgian Congo.

Consequently, the Mission feels justified in recommending that the Belgian Government render the administrative union with the Belgian Congo more flexible, in order to give Ruanda-Urundi a more independent character and, should the need arise, not to hinder a development of the Trust Territory different from that of the Colony.

#### 7. Administration of Justice

The visiting Mission did not have time to devote much attention to this matter (with the exception of the particular problem of whipping as a judicial punishment in the native courts; this problem is considered in another chapter).

The native courts have wide jurisdiction and their organization has been of interest to the Mission.

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However, the judicial functions of the chiefs and the separation of powers, which is an idea still foreign to the Bantu mentality, is a delicate matter. Commenting on one of the petitions reproduced in the Annex\* the administration points out that one of the reforms launched by the Government of Ruanda-Urundi some time ago is the progressive replacement of the present judges in the native courts by permanent judges.

In the non-native courts the administration also intends, by an early judicial reform, to admit only professional magistrates to judicial appointments, rather than allow such functions to be performed by officials who also have administrative functions.

The administration seems to favour the idea of not maintaining the distinction between the judicial system for Europeans and that for natives indefinitely.

Within the present system, the Mission wishes to suggest that police court magistrates (who, under the present system, sit alone and are local administrative officials without special legal training) should always be assisted by a native assessor. Such procedure is optional under the present judicial system, but it is seldom applied. If the European judge has a deciding vote when opinions are divided, the presence of the native adviser would not be a danger. On the other hand, the advantage would be to give natives in court a further safeguard and also to associate the native authorities more closely with the administration of justice.

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\* Petition 9 from Francis Rukuba: see Annex IV Document T/217/Add.1  
page 62

## CHAPTER II

### ECONOMIC QUESTIONS

#### 1. General

The Trusteeship Council showed some concern as regards economic conditions in the territory.

Ruanda-Urundi presents arduous problems; its economic future does not seem likely, unless there are unexpected developments, to be spectacular or easy. The country as a whole is poor; the soil is inadequate in quantity and often of poor quality; the density of the population, the number of low-grade cattle, the extreme irregularity of rainfall, de-forestation and erosion are all major difficulties.

The known natural resources, chiefly mineral, are neither enormous nor inexhaustible. Inland transport is difficult because of the extremely mountainous nature of the country. External transport is long and costly because of the distance from the two oceans and the lack of communications. There are hardly any industries.

The economic development of a country is, however, an essential condition of political, social and educational development. It alone can provide sufficient resources for the accomplishment of desirable programmes in other spheres.

During the period of the mandate, the economic prospects of Ruanda-Urundi were improved by the discovery of mining deposits, (cassiterite and gold), by the introduction of industrial crops (chiefly coffee and to a lesser degree cotton) and by the building of a considerable network of roads. Food crops and stock-breeding continue, however, to be the main problem.

Industrial crops profoundly affect native life. Mining and commercial enterprises, on the other hand, are of secondary concern to the africans. The latter of course furnish the labour force for the mines, and the mining industry contributes largely to the revenue of Ruanda-Urundi; while the natives are undoubtedly the consumers of the commodities sold by the merchants. But the mining interests are wholly in the hands of Europeans, and trade (except for the cattle trade) is in the hands of Europeans and Asiatics. The fitting of native society into these aspects of economic life is a difficult problem which, has yet, to be attacked.

#### 2. Agriculture: Food Crops

Ruanda-Urundi is primarily an agricultural and stock-breeding country. The basic-problem is to produce enough food to feed the population.

The chief difficulties are the relative shortage of arable land in  
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proportion to the very dense population and the ever-numerous live-stock, and the irregular rainfall.

The density of the population of Ruanda-Urundi (70 persons per square kilometre for the Territory as a whole, including uninhabited areas) is well known; it is indeed the most thickly populated region in Central Africa. Moreover, the population is distributed unevenly and certain areas are definitely over-populated.

Competition by -- perhaps even the predominance of -- cattle breeding is a dominant characteristic of the country, and has its causes deeply rooted in the history and political and social structure of the country. This will be reverted to later, but the fact must be noted here.

There is no doubt, however, that the basic difficulty is the rainfall, which is so irregular as to constitute a permanent threat. Sudden droughts sometimes occur at the height of the growing season, and the crops wither as they stand; sometimes late and violent rainstorms destroy the harvest; sometimes the two occur together. The population is helpless in the face of this irregularity of rainfall. The only hope is that systematic reafforestation of the country will make the rainfall more regular. Meanwhile, when the rains are favourable, food production is ample and even allows of exports; real disasters may occur, however, when the rains are inadequate or badly distributed, which is often accompanied by plant diseases due to various parasites.

No further back than 1943-1944, some 50,000 deaths were caused by famine.

Further difficulties are the locust threat, the seasonal nature of the traditional crops and soil erosion.

The Belgian administration has made considerable efforts with regard to agriculture in general and food crops in particular. It has achieved outstanding successes which have greatly impressed the members of the Mission.

Among the steps taken are the introduction of irrigated cultivation and the systematic use of terrasse anti-erosion ditches and quickset hedges to protect the soil on hilly ground. The results obtained in this connexion are truly impressive. The purpose of these steps is to stop soil deterioration which might speedily have become an irreparable disaster.

Furthermore the administration, has increased the amount of cultivable land available by draining and bringing into use innumerable stretches of low-lying marsh-land and available cultivable spaces in the small valleys and the river bottoms. This marsh-land farming is a tremendous improvement,

as it is carried on in the dry season, when hardly any other agricultural work is proceeding, and the harvests, moreover, often coincide with periods of food shortage. It is calculated that on the average every taxpayer has had his cultivable land increased by nearly 800 square metres of very rich land, as a result of these 75,000 hectares approximately of drained marsh-land where sweet potatoes, haricot beans, maize and millet now grow.

The Mission's visit to the Territory coincided with the marsh crop season, and it was very favourably impressed by the extent and scale of this work which is general throughout both Ruanda and Urundi.

Another major step taken by the administration is the introduction of non-seasonal crops. The traditional native crops are almost wholly seasonal (haricot beans, peas, millet, maize and alusine) and therefore much more easily endangered, or even destroyed, by adverse climatic conditions. For this reason the administration has made great efforts to introduce and generalize the cultivation of manioc, sweet potatoes and ordinary potatoes.

It was not easy to carry out this programme, as it is no simple matter to introduce or intensify the cultivation of food products which are not highly regarded in the customary diet. Moreover, disasters occurred such as the total destruction by a parasite of the potato crop in 1943. Despite these obstacles, good results have now been achieved, since nearly 300,000 hectares, or 30% of the land under food crops, are given over to the three products mentioned above. One of the means employed to achieve this was the institution of compulsory food crop programmes.

However much one may dislike compulsion, it cannot be denied that in so vital a matter, which affects the natives' own interests and even their very existence, certain types of compulsion are temporarily admissible. It is to be hoped, however, that when greater progress has taken place in the education of the Africans, it may speedily become possible to achieve results with propaganda alone, without compulsion. The present trend is indeed in this direction.

Care must above all be taken to ensure that, as long as compulsion is necessary, it should be employed solely within legal limits and not by other methods of varying origin: for instance the excessive zeal on the part of European or African agricultural propagandists; excessive zeal or misappreciation of their duties on the part of chiefs and notables, and generally those whose authority is not properly based or who lack the qualities essential to a good chief. There have undoubtedly been abuses in this respect and such abuses may continue to occur.

This chapter concludes without mention of the attempts made to increase the variety of food crops cultivated in the territory.

including buckwheat, soya, and, above all, wheat. It should also be noted that it has been made obligatory for every African to constitute food stocks at the rate of 60 kilogrammes per head of population.

Stress should also be laid here on the admirable work of the agricultural, experimental and other stations where the improvement of food plants, the introduction and adaptation of new species and soil regeneration and improvement are studied with all the resources of modern science; where the selection and multiplication of species are practised and where selected seeds and cuttings are distributed free to the Africans. The Mission visited the experimental stations of Kisozi in Urundi and Rubona in Ruanda, and the breeding farm of Karuzi in Urundi.

The members of the Mission were deeply impressed by the scale of the work, the skill of the personnel, the resources placed at their disposal and the results obtained.

Despite these splendid efforts and results, the threat of famine remains. The administration is the first to admit it. In so far as non-technicians can pronounce, the Mission wishes to state its conviction that this state of affairs is due neither to the competition of industrial crops (which hardly represent 2% of the area under cultivation), nor to the lack of effort and care on the part of the administration, nor to any failure to apply modern scientific research methods to agriculture, nor even to the inadequate area under cultivation. Nor is the lack of land the chief cause, since the harvests can be often amply sufficient, but it is a factor which will eventually be a very serious burden if the population increases rapidly and if no radical solution for the live-stock problem is found.

The prime cause of famine is clearly the highly irregular nature of the rainfall. The only possible relief to the danger of food shortage seems to be the possibility of bringing food rapidly from other areas in case of need -- not to speak of the control and prohibition of food exports from Ruanda-Urundi, which has now been well organized. The existence of a good network of roads now permits the transportation of food, and makes it possible to bring in this help from outside, but speed is still the difficulty, as purchases and transport from a distance have to be organized. For this reason the Belgian administration plans a permanent large-scale food storage system, to fill the gap between the outbreak of famine and the arrival of food from other areas.

To this end the administration is about to build silos to store these stocks. As it is impossible to foresee famines and pre-determine the areas which will be affected, storage depots built of durable materials

/will be set up

will be set up throughout Ruanda-Urundi, containing stocks of food which can be sent immediately to the threatened points. The food stocks will be renewed each year and protected by treatment with insecticides.

This food will be purchased at the current commercial price so that, while having the benefit of a precautionary measure which he is as yet not capable of taking himself, the African will be able to turn part of his harvest into cash.

The Native Welfare Fund has recently agreed to a credit of fifty million francs for the execution of this project. The difficulties, however, cannot be concealed, particularly the problem of disposing of these stocks without excessive loss when they have not proved necessary and have to be replaced by fresh stocks.

However that may be in regard to agriculture in general and the cultivation of food crops in particular, and as far as the distressing question of famine is concerned, the Mission has the impression that the Belgian administration has done excellent work and seems to be on the right track. It is manifestly devoting all its attention and efforts to this, and is certainly aware of its responsibilities. A proof of this is the statement with regard to famines and food storage made by the Governor, to the Vice-Government-General's Council at the meeting of 2 June 1948:

"I wish particularly to draw the attention of the Vice-Government General's Council to the importance of the advice it is about to give in this regard. It is an enormous responsibility since we are not absolute masters of this country; we have to vindicate ourselves before the United Nations."

The Belgian administration is in touch with other African colonial administrations and with the Food and Agriculture Organization on agricultural questions, soil erosion etc.

It is to be hoped that the administration of this Trust Territory will avail itself to the fullest possible extent of international aid, science and co-operation, so as to solve such vital problems as famine and food crop production.

The Mission also wishes to mention in passing the small-scale mechanization of agriculture which has not perhaps been adequately studied. Nevertheless, too much should not be hoped for in this direction because of the presence of slopes, often steep, on practically all land under cultivation, considerably reducing the possibilities of ploughing; and also because of the shallowness of the arable soil, which could be destroyed by deep ploughing. A constant study should also be made of the problem of manures and fertilisers.

3. Agriculture: industrial crops

Industrial crops are important because they can ensure the Territory's development by creating new resources and because they can easily be turned to the sole profit of the Africans -- if this is not already the case.

The main crop is coffee. It is at present the most important item in the Territory's economy, since the 13,000 tons of coffee exported from Ruanda-Urundi in 1947, worth 216 million francs, represented about one-third of the total value of the country's exports. This crop is almost exclusively produced by the Africans.

Coffee, introduced long ago by the Missions of the White Fathers, only began to play an important part when the administration decided in 1931 to give it much wider publicity. Since then, publicity, scientific research, selection, upkeep, protection against parasites and supervision of the products offered for sale have increased both the quality and the quantity of the coffee produced to a remarkable degree. From less than 100 tons before 1933, the coffee produced has risen to about 10,000 tons in 1942 and the following years.

The experimental station at Rubona, under the technical management of the Belgian Congo National Institute for Agronomic Studies (INEAC), pays particular attention to research in the varieties of coffee trees and the methods of cultivation best suited to conditions in Ruanda-Urundi and native cultivation. A pyrethrum office, financed in its early stages by the Government and native administrative funds produces the pyrethrum necessary for the protection of the coffee trees against parasites. By an ingenious system, the powder is placed free of charge at the disposal of the coffee planters, production costs being shared by native district funds and the native coffee bureau.

The OCIRU is the Ruanda-Urundi native coffee bureau. Its management consists of three officials, two African notables representing the interests of the planters, and four persons chosen for their competence and representing the coffee manufacturers, merchants and exporters. This Bureau endeavours to regularise coffee transactions, to improve the condition of the coffees offered for sale on home markets, and to standardize production by supervising the coffee offered for export.

The OCIRU hopes to obtain credits from the Native Welfare Fund in order to extend its mechanical pulping scheme (in Ruanda-Urundi the pulping is still done by hand).

Coffee beans in their parchment are on sale only in markets controlled by the administration which, for the protection of the Africans, sees that transactions are fairly concluded as to weight, price and quality.

A minimum price is fixed. It is calculated from the selling-price on foreign markets, taking into account expenses incurred, factory output and a normal gross profit for the exporter. These minimum prices are constantly revised.

In July 1948, for marketable coffee f.o.b. at Dar-es-Salaam at an average rate of \$0.2475 per pound (that is, about 23.75 francs per kilogramme), the Africans at Usumbura received a minimum price of 10.35 francs per kilogramme of parchment coffee.

There is a special export tax the proceeds of which go to a compensation fund, amounting in 1947 to over 25 million francs. This fund would be used in the event of a heavy slump on the world coffee market preventing the native producers from obtaining a sufficiently remunerative price.

The visiting Mission has the impression that coffee production is beneficial to the Territory's economy and to the well-being of the natives, for whom it provides a substantial income. It appears that important measures are already in force to guarantee the native producer a large share in the selling price of the coffee and prevent his being exploited for the benefit of the buyers, manufacturers and exporters.

Nevertheless the administration, wishing to go still further, is studying a scheme for a co-operative system for producing and trading in native coffee. The results of this study are not yet known, but it is to be hoped that a co-operative system will be set up to enable all possible profit from coffee production and commerce to be reserved for the native growers. This is all the more desirable since coffee growing has become so important to the native economy, and also because of the remarkable success of co-operative methods of coffee-growing among the Chagga on Kilimanjaro in the neighbouring Trust Territory of Tanganyika.

The Mission also wishes to state that it is not of the opinion that this crop is a menace to food crops or that it is responsible in any way for famines. The twenty-two odd million coffee trees occupy an area of only about 18,000 hectares, while over a million hectares are under food crops.

One observation remains to be made on the subject of coffee: its cultivation has never been compulsory, but it is optional. At first it was not looked on favourably by the Africans and it vegetated until 1931. The administration then considerably increased its publicity, with the successful results already described. It is possible that a certain indirect pressure both on the part of Europeans and of the native authorities may have contributed to that success. For even now the  
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African, apart from the fact that he is beginning to realize that this production is to his own interest, seems to feel a strong moral obligation to cultivate and take care of the coffee trees. The administration should see that over-zealousness does not occasionally become, in one form or another, disguised compulsion. At the present stage, the publicity is sufficient to ensure the success of this valuable crop, which is becoming popular at every level of the population.

Cotton is another industrial crop in Ruanda-Urundi. It is much less important than coffee, for climatic conditions relegate it to a limited area at low altitudes. It therefore concerns only a small number of growers (about 15,000), and the possibilities of development are very slight.

It is nevertheless of great importance because of the value of the produce.

Cotton, like coffee, is not a compulsory crop. The purchase and ginning of cotton are de facto monopolies, in the hands of one company, the Compagnie de la Ruzizi. The purchase prices paid to the Africans are fixed by the Government. The Cotton Company works under a system of collaboration and State supervision. According to the information given to the Mission, only 15/115ths of the net profit (that is, the difference between the selling price of lint cotton on foreign markets and the verified cost price, including the purchase price of seed cotton and all the other expenses incurred until the finished product is put on the market) are left at the disposal of the Cotton Company. The other 100/115ths are paid into a fund, the Cotton Reserve Fund (covering the Belgian Congo and Ruanda-Urundi), which has its board of Management at Leopoldville. The funds constitute a reserve to protect the native producers from the fluctuations of cotton prices on the international markets; they are also used for distributing free agricultural implements to the planters, and for financing the upkeep of roads used by the cotton industry, which were built with the object of reducing portorage by the African of the goods he brought to market.

Since 1947 there has been new legislation on cotton, applying both to the Belgian Congo and Ruanda-Urundi. The bringing into force of this legislation in Ruanda-Urundi has not yet been decided upon; in the Belgian Congo it will shortly be put into effect, and will be limited at the start to certain districts. Under this new legislation, the system is radically changed -- the cotton companies merely treat and sell the cotton on behalf of the native producers, who are organized in co-operatives and who thus remain owners of the cotton until it is sold on the world markets, and themselves obtain all the profits there may be.

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It would be interesting to see this new system working in Ruanda-Urundi. It would probably represent an advance over the present system, and would be more advantageous to the native producers.

The Mission also wishes to mention the recent introduction of cinchona production, both by certain European settlers (334 hectares) and by the administration, in the form of monopolies operated by the chiefdoms (174 hectares). These plantations are still very young and only just beginning to produce, but their value for the future of the anti-malaria campaign cannot be over-emphasized, for this product will help to protect the Africans from the worst evil which threatens them.

#### 4. Stock-Breeding

The problem of stock-breeding is a thorny economic problem only from the point of view of its consequences. But it is a major political and social problem.

The big cattle are entirely in the hands of the Africans. They are not kept for the value of the meat, milk, or butter, or because they can be sold. All that is very secondary. They are sought for the social value attached.

"Except the king, nothing is above the cow".

The historical origin of this situation is the arrival in the Territory a few centuries ago of the Batutsi, Hamitic shepherds, in search of pasture-land. They subjugated the Bahutu farmers, though their settlement in the region did probably not take the form of an act of force. They appropriated the best lands for pasture and established almost feudal rights over all the other lands. It was probably partly by presents of dairy produce and meat and by allocations of head of cattle that the Batutsi soon contrived to make the Bahutu ask them, so to speak, for the investiture of the land they cultivated. Every possible abuse followed, and despite the increase of the Bahutu population, which needed more and more cultivated land in order to subsist, the idea of the ownership of all the land, (just as all cattle was supposed to belong to the king) was finally established. From that time dates the feeling that all power and all social value is in direct relationship to the cow.

The cow became the basis of the feudal system, since its handing over was the cause of allegiance between the Shebuja (noble lord) and his dependent. In the last resort, everything turned on the cow. The cow is so prized that each animal is known by its own name, and the various means of acquiring possession of one have their specialized terms. The cow has become the pivot of an extremely complicated series of civil contracts and political relationships. By possessing a certain number of /cows, the

cows, the muhutu could even be considered a mututsi. Everything connected with the cow assumes a special nature. Milk is an object of respect and may only be consumed in certain conditions. Meat, which is highly appreciated, is a luxury and is only eaten on great occasions. The skin is used for wearing apparel, and even the cow-dung and urine have their uses.

The final result is a veritable adoration of the cow, and it is not surprising in time of famine to see the Africans dying of starvation beside their cows rather than killing them.

The feeling of high importance attached to the cow is the more general since the cattle are spread throughout the population; stockbreeders do not usually possess more than one to five head of cattle, and only one per cent are owners of 50 head or over.

The political value of the cow has suffered a serious decline since the Belgian administration has undermined the feudal system by reducing forced labour, by reducing the powers of the lords, and by having the chiefs and deputy chiefs chosen without regard to their wealth.

But the social and sentimental value of the cow has remained intact. All the literature and all the explanations in the world could not have made the situation as clear to the members of the Mission as the few interviews they had with Africans belonging to various classes of society. The pre-eminence of man over the cow is still far from being established. It is normal that the important stockbreeders should deplore the idea of reducing the pasturage in order to cultivate the land. But it is an extraordinary thing that the small stockbreeders, who are first and foremost farmers, and the farmers who have only one animal, have similar convictions. All, even the most humble peasant, have but one desire; to own cows, no matter what the quality, age and appearance of the animal; better two poor beasts than one good one.

If the cattle were of good quality, this love of stockbreeding would not be without advantages. But the cattle are essentially poor; economically they are of little use, and are subject to numerous parasites and diseases. They do not even represent an important contribution of meat to the native food supplies, since the cattle have too high a social value to allow them to be used as regular food for the population.

The main fact about cattle in Ruanda-Urundi, which number approximately one million head, is the terrific pressure they exercise on the food and other crops, by demanding a greater area of pasture-land than the country can afford.

The Belgian administration had adopted numerous measures and is planning many more.

The first group of measures aims at improving the cattle by means of selection, better stockbreeding methods, and veterinary supervision. The Mission visited with interest the experimental station of Nyamiyaga (Songa), where only methods suitable for application by the Africans are used. Crossbreeding with foreign strains is contemplated for the future. It is proposed with the help of the Native Welfare Fund, to establish a new stockbreeding farm in the region of Kitéga.

An important branch of the veterinary service is the campaign against epidemics and their prevention. The success achieved in this campaign has unfortunately resulted in eliminating the automatic regulating force constituted by the periodic epizootic diseases which decimated the cattle and thus reduced the gravity of the problem. This inevitable aspect of scientific progress, despite its obvious advantages has not, therefore, simplified the problem -- quite the contrary. Another group of measures consists in endeavouring to reduce the pasturage, especially those areas in swampy ground which can be used for crops in the dry season. Another solution is to improve the quality of the pasture-land, particularly by the rotation of crops or by introducing new fodder plants.

This effort also aims, of course, at reducing the quantity of cattle. The administration has encouraged the sale and export of cattle, and their slaughter for meat. These ideas, at first somewhat heretical in the eyes of tradition, met with definite success, for in 1947 75,000 head of cattle were slaughtered and 26,000 exported. The establishment of a Liebig factory for the manufacture of tinned meat is now under consideration. But slaughter and exports do not effect the natural increase and the number of livestock is consequently greater every year. Despite all efforts, no real solution is yet in sight, and the time will come when more energetic measures will have to be taken to carry out the programme for reducing and improving the livestock. The local administration is perfectly aware of this, but up to now has wisely hesitated to force the issue. This would, moreover, not have been without risk, for it might have caused violent reactions even serious disturbances in native society.

An additional difficulty arises from the fact that a rational reduction would first of all eliminate the oldest animals or those of least economic value. But it is precisely the poor people, the small stockbreeders, the owners of one or a few animals who would be hardest hit, because their cattle are generally all mediocre, while the rich people and large stockbreeders would suffer much less proportionally.

The problem is not therefore a technical one of stockbreeding and agriculture; it is essentially a social problem and should therefore also be studied from this angle.

If the associations of value and prestige now attached to cattle could only be transferred to some other object or social manifestation, the technical solution of the problem of rational and economically valuable stockbreeding would be easy.

In order to achieve this, a very thorough sociological study of the problem will have to be undertaken; it would be extremely interesting in this connexion to obtain a documented study by eminent socialologists or anthropologists who could examine the question on the spot and compare their observations with foreign data from other civilizations. Such a mission could be carried out under the auspices of the United Nations or the specialized agencies.

It is no exaggeration to say that the question of cattle is the thorniest problem of Ruanda-Urundi. Failure to take action in this field would render the situation untenable, if both men and cattle continue to increase in numbers. On the other hand, any rational but brutal intervention would be liable to cause violent reactions among the population, for it would wound the Africans in their deepest susceptibilities.

#### 5. Re-afforestation

When Belgim took over the administration, to judge by photographs, deforestation had attained such proportions that the country was literally denuded; erosion was threatening to assume catastrophic proportions; there was no constructional timber to be found, and the Africans were frequently reduced to using cow dung to cook their food.

The achievements in re-afforestation are admirable. More than 30,000 hectares have been replanted and the landscape of the country has been literally transformed. The effect of this on erosion is already marked. It is not impossible that this re-afforestation will in the long run have an influence on the watercourses, the climate and the regularity of the rainfall. As regards fuel and building materials the situation has considerably improved and the Africans are the first to express their satisfaction.

The Mission therefore wishes to congratulate the Belgian administration on the results it has achieved in regard to re-afforestation.

#### 6. Fishing

The Mission desires to call attention to the efforts of the Belgian administration in the field of pisciculture. The rivers and lakes of

Ruanda-Urundi (with the exception of Lake Tanganyika) were not very rich in fish. The introduction, about ten years ago, of tilapia from Uganda and the Congo has promoted a thriving fishing industry and before long the fisheries of almost all the water-courses in the Territory will offer excellent prospects.

At the present stage, the Africans are unfortunately still averse to fish-eating, custom having established very strong prejudices against it. But these prejudices will assuredly weaken with time and then a qualitative improvement in nutrition will be possible. Meanwhile, fishing is profitable, for the fish can be salted and sold to the mines or to merchants.

The administration also intends to improve the fishing in Lake Tanganyika by building a factory for net-making, by the purchase of canoes and by the hiring and sale on credit of these canoes and nets.

The Native Welfare Fund will probably also subsidize the setting up of a fisheries centre in Kitega territory.

#### 7. Mines

Mining production has not as yet reached high levels in Ruanda-Urundi as the known deposits are not particularly rich or extensive. Nevertheless the future may hold surprises in store, particularly as no geological survey has been made. Nevertheless the mining industry already represents one of the country's most important resources, since gold and cassiterite accounted for 17% of the total value of exports in 1947.

The entire mining industry is controlled by Europeans, and in particular by certain big companies.

There are at present five mining companies and five private settlers operating mines. In 1947 production totalled 355 kg. of gold, 1942 tons of cassiterite, 18 tons of columbite, 165 tons of tungsten and 20 tons of mixed ores. The total number of Africans employed in the mines was approximately 13,000.

The various questions relating to labour are dealt with in Chapter III (Social Questions), but the central fact is that, while African workers are in general fairly treated from the point of view of medical care, housing, food etc., they are very poorly paid in actual money wages. They are almost all manual labourers. Europeans occupy the administrative posts and the companies employing them regard information on their salaries as confidential and are unwilling to disclose it.

The native population derives some indirect advantages from the existence of the mines. For example, the mines medical service also provide

free attention for the local Africans (non-workers). They provide outlets for commercial products and contribute to the improvement of the road system.

The Belgian Administration avers that the Territory of Ruanda-Urundi derives considerable benefit from the mining assets of the subsoil by means of a complex system the manufactures of which are as follows:

The mining system in force in Ruanda-Urundi is based on long-term concessions by contract, since the subsoil belongs to the State. One of the conditions provided under these contracts is the possibility for Ruanda-Urundi to claim free of charge voting rights equal to the number of votes attached to the securities of the various categories.

Furthermore, the mining laws afford the State the right to participate, to be kept informed of and to supervise all the activities of the company, and to have a share in the distributed profits, the amount of which is calculated according to a sliding scale.

These advantages are obtained without cost and consequently without risks. If the State considers it a profitable investment, it may also subscribe 20 per cent. of the capital, which will give it more than half the votes. But it will do so then as a subscriber, that is on an investment liability and risk-sharing basis.

As regards taxation, the company pays income tax on its profits. That tax is paid in Belgium if the headquarters or main business office of the company are situated there; but in that case, a refund of 80 per cent. is made to the Ruanda-Urundi budget. This tax is at the rate of 17 per cent on dividends and 13 per cent on debenture interest. The tax does not affect profits placed to reserve.

On the other hand a supplementary tax is imposed on the net profit as a whole whether it is distributed or placed in reserve. The tax rate is on a sliding scale and amounts to between 10 and 25 per cent. The whole of this tax accrues to the budget of Ruanda-Urundi and Belgium receives no part of it.

It should also be remembered that the mining companies contribute to the Ruanda-Urundi budget through export taxes on ores, and special mining taxes on prospecting, sites, camps etc.

It appears undeniable to the members of the Mission that this system ensures the Territory's participation in the country's mining resources. But in view of the complex nature of the system, the variety of taxes collected in different ways and in different localities, the impossibility of obtaining exact overall statistics, it is not in a position to form an opinion as to whether this participation is adequate and represents a fair return to the native populations for the exploitation and impoverishment of the Ruanda-Urundi subsoil.

With regard to the sharing of responsibility through the granting of shares and votes to the State, the principle appears excellent since it contains the germ of a potentially active partnership of the country and its inhabitants in the control of its subsoil. But the Mission is not able to judge whether this system has at present any effect other than to make the State a sleeping partner, standing surety for the capitalist management of the mining undertakings.

As regards the granting of mining rights, the Belgian administration stresses that there is no preferential system for non-natives. In practise the capital requirements which govern mine operation have so far had the effect of depriving the Africans of any active part in these rights which are concentrated in the hands of Europeans or European companies.

The visiting Mission considers that it lacks data to judge whether this situation is to the advantage of the Territory as a whole or not, especially with regard to any mining resources which may be discovered in the future. It suggests that the Trusteeship Council should ask the responsible Administering Authority for further information on the subject and, if need be to instruct the next visiting Mission to make a more particular study of this problem.

#### 8. Trade

The native population's participation in trade is very limited apart from bringing agricultural produce to the markets and purchasing commodities retail. But the strictly commercial role of the African as a middleman is insignificant. An exception must, however, be made in the case of cattle-dealing, a large and growing proportion of which is in the hands of the Africans. It is also to be noted that there are a certain number of pedlars.

The number of African merchants in business on their own account is very small. It appears that the few Africans who have tried have very soon failed.

Practically all trade is in the hands of Europeans and Asians.

Some Africans, however, express a very keen desire to take up trade and transport, and complain of receiving no assistance from the administration.

It would appear that they might be given more encouragement to set up on their own account. But the best way to help them to do so would be to institute classes at which the rudiments of trade and accountancy would be taught, to give them credit facilities within reasonable limits, in a co-operative form or otherwise, and to simplify certain formalities, while protecting the Africans if necessary from improper practices in Asian and European competition.

The encouragement of native trade should therefore be further studied; but caution is nevertheless necessary in order to avoid launching too many Africans in the sphere of commercial competition, where they would fall easy victims in the absence of adequate training.

#### 9. Transport and Communications

All internal transport is by road. The road system of Ruanda-Urundi is good and comprises nearly 8,000 kilometres of roads, 3,000 of which are useable at all seasons, which is remarkable in view of the particularly mountainous and difficult nature of the country.

Some existing roads, however, should be improved and widened. For example, the first section of the Usumbura-Astrida road, which is one of the most important in the Territory, should be widened. A proof of this is provided by an accident in which one of the vehicles used by the Mission was involved.

With regard to the building of new roads, working methods should be mechanized to a far greater extent. There is some hesitation in doing this because of the alleged possible misuse by African workmen of expensive heavy equipment which they could wreck in a very short time.

This seems to be a fallacious argument. It is simply a question of technical training, and there are many examples to prove that African workmen can use the heaviest and most complicated machinery intelligently and efficiently. In reality, manpower is so plentiful and paid at such a low rate (2 francs a day) that it is tempting for the administration to tolerate an enormous wastage of manpower by assigning very large gangs to do by hand what might be done by mechanical means.

The same remark applies in the case of improvement schemes.

The maintenance of roads is still based to an excessively large extent on the unpaid or ill-paid work of the native communities. While this may be partly justified in the case of light maintenance work such as weeding etc., it would be preferable if all maintenance work were done by paid roadmen with the maximum of mechanical equipment at their disposal.<sup>(1)</sup> The increased expense would compel the administration to require a more satisfactory output of workers who would become more and more specialized.

Some Africans complained to the Mission with regard to alleged abuses in connexion with forced labour and road work. It has been said that such activities sometimes give rise to the use of rather brutal compulsion on the part of certain subordinate native authorities. It is probable that these

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(1) See also petition No.6 - Annex IV Doc.T/217 add.1 page 46.  
/statements

statements contain some exaggeration, but no less probable that there must have been sporadic cases of improper and illegal procedure in ensuring the maintenance of the road system. The administration should be especially watchful in this connexion.

These reservations apart, we can only congratulate the local administration on having succeeded in establishing and maintaining such a road system in a country so difficult from the topographical point of view.

The Native Welfare Fund has been asked to contribute 60 million francs for the conversion of roads to take a large volume of heavy traffic, so that the modernization of equipment may enable transport costs to be reduced. It is pointed out that the African would be the first to profit thereby since the lowering of internal transport costs would enable selling prices of domestic produce to be increased by a corresponding amount and prices of imported commodities to be reduced.

#### 10. European Colonization

Both the local administration and the Colonial Minister in Brussels have confirmed that they were opposed to European agricultural colonization and would do all they could to discourage it because of the density of the native population and the lack of agricultural land.

The settlement of new European colonists is only authorized in very rare cases and is even then subject to a whole series of guarantees.

Nevertheless, between 1940 and 1947, the number of European colonists and land concessions increased considerably. According to the figures supplied by the administration, the number of European agricultural colonists rose from 42 in 1940 to 137 in 1947, and the land concession areas from 2,679 hectares to 7,552 hectares. This increase occurred mainly in the territories of Biumba (increase of 19 colonists and 1,883 hectares), Ruhengeri (increase of 10 colonists and 609 hectares) and Kisenyi (increase of 3 colonists and 278 hectares) and also in Shangungu (increase of 25 colonists and 1,014 hectares).

As regards the first-mentioned group, the administration ascribes the increase to the intensification of pyrethrum cultivation which was of primary importance during the war and could be cultivated by European colonists in districts where no harm was caused to the native population and to the forests.

As regards the territory of Shangungu which is in the immediate neighbourhood of Costermansville, one of the centres of European colonization in the Belgian Congo, the administration explains that the situation has not deteriorated, but quite the reverse. The number of colonists there has increased but certain agricultural companies which had important agricultural

concessions have disappeared; in this territory the companies, colonists and missions actually occupied 4,174 hectares in 1937, whereas in 1947 they occupied no more than 2,030 hectares.

The big rise in the number of European colonists since 1940, however, is to be attributed to the importance assumed by the town of Costermansville (Belgian Congo) situated in the immediate vicinity, which needs supplies and timber, and also to the importance of cinchona cultivation to which the basaltic soil of the district is so well suited. The Belgian administration also points out that the increase might have been even greater in view of the very large number of applications, but out of consideration for the welfare of the native population, the administration refused most of them.

The declared policy of the administration to discourage European colonization in Ruanda-Urundi appears to the Mission to be wise, and indeed imperative in the interest of the natives in this over-populated Territory. The Mission considers that the Trusteeship Council should maintain constant vigilance in this matter and support the administration against the ever-present possibility of pressure exercised by a European colonization centre in full process of expansion in view of the immediate proximity of the Belgian Congo.

#### 11. Public Finance

The only point which has aroused the Mission's attention under this head is that of taxation.

The Mission does not possess the necessary information nor has it had the time to investigate the question of taxation in relation to non-natives, except as regards what has already been stated above with reference to mining companies.

As far as the Africans are concerned:

(a) the poll tax is organized on simple lines and collection is an inexpensive matter. It is the same for all tax-payers with the following exceptions:

1. The rate varies from district to district according to the resources of the district.
2. The Africans whose verified annual income exceeds a certain amount (9,000 francs net) are exempt from the poll tax and liable to income tax (604 Africans were liable to income tax in 1948);
3. Tax relief is sometimes allowed in the course of the financial year.

Assessment of poll tax is somewhat empirical; it is based on an approximate total estimate of the resources of the Africans (sole of

traded products, wages etc.). According to the statements of certain officials, this tax corresponds on the average to something less than one month's income, or 8% to 9% of the annual income. In certain cases, however, it is quite possible that the proportion represented by that tax may be substantially higher.

It is impossible to make any factual statement on the exact incidence and burden of the poll tax in the absence of any precise knowledge as to the real average income of the Africans, and of any studies on the standard of living.

The local administration asserts that the tax is not too high because it is gathered without difficulty (generally speaking, a very large percentage of the taxpayers pay their taxes during the first three or four months of the year) and cases of distraint for non-payment of the tax are very few (189 cases in 1947).

Furthermore, the Belgian administration regards the poll tax as a necessary incentive to work. Consequently it cannot be fixed too low.

It might be suggested to the administration that it should study a transitional poll tax system of a somewhat more flexible character where the individual economic situation (or at least the situation of certain groups in the same district) would be taken more into account.

At the same time, it may be suggested that distraint on property might be sufficient to ensure complete collection of the tax, and that the abolition of imprisonment for non-payment of the tax might be considered.

b. the polygamy tax does not present a serious problem as small-scale polygamy is very little practised (less than 10% of the population) whilst large-scale polygamy is non-existent. This tax is admissible in so far as it represents a tax on wealth. It is also intended, however, as a measure for combating polygamy (in accordance with the Law of 1908 -- Colonial Charter of the Belgian Congo applicable to Ruanda-Urundi, which prescribes the principle of the gradual abandonment of polygamy). The question of increasing the polygamy tax considerably to that end was raised at the last session of the Vice-Governor General's Council.

c. the livestock tax is a tax on wealth and is therefore eminently admissible.

d. the various customary payments in kind and in the form of labour are rapidly being replaced by a compulsory cash payment, a process which is now nearly complete.

Payments in kind predominantly consisted of the compulsory supply of provisions to the Bami, chiefs and deputy-chiefs. Their redemption has been made compulsory, and henceforth the taxpayer will pay 1.50 francs to the Mwami, 1 franc to the chief and 3 francs to the sub-chief.

Contributions in the form of labour which the chiefs and sub-chiefs formerly imposed on those under their jurisdiction were levied at the rate of 3 days out of 5 throughout the year; they were gradually reduced to 13 days per year and redemption became optional. This possibility of redemption, which was at first restricted to certain categories of Africans, was extended to all in 1945. As from 1 January 1949 the redemption of contributions in the form of labour will be made compulsory.

The process should be completed by converting the redemption of these various contributions from payments to the chiefs and sub-chiefs into taxes payable to the State or to the native Treasuries. That, however, implies a political development as a result of which the native authorities would be nothing more than officials, or elected persons, and the question is therefore not one which should be considered from the financial and economic angle.

## 12. Savings

The Mission has noted with interest that the administration contemplates introducing savings accounts for Africans at the Territory accounting centres on the lines of post office savings accounts.

Indeed there probably already exists some small African savings in the form of coins kept in reserve.

It is difficult to assess the amount of such savings but the administration believes that the cash reserves kept per family amount on an average to several hundreds of francs.

## 13. The co-operative system

The co-operative system already exists in certain branches (dairies) for example although on somewhat theoretical lines. The establishment of the system in other branches (coffee, cotton, etc.) is also contemplated.

The Mission considers that the co-operative system could be a factor of importance in the economic development of the native populations. Whilst acknowledging that it would perhaps be wise not to go too fast, the Mission is apprehensive of excessive prudence and procrastination on the part of the Belgian administration. One official emphasized that it was necessary for customs and ideas to be changed before the co-operative system could be developed, otherwise it would be nothing but a caricature, or a

misunderstood European invention, imposed from outside and administered wholly by non-natives. Might it not be replied that the co-operative education of the Africans will never be achieved unless co-operative practices are first started and tried out in the most varied fields, upon the initiative and under the guidance of the European administrator?

14. Plans for the Future

The Government-General at Leopoldville and the Colonial Ministry are considering at present a ten-year plan for the economic development of the Belgian Congo. This plan will probably also embrace Ruanda-Urundi. In view of the special status of that Territory and the interest evinced by the Trusteeship Council in economic progress, it is desirable that the programme for Ruanda-Urundi should be outlined separately in order that the Trusteeship Council may be better able to judge the specific programme for Ruanda-Urundi. It would even be desirable to make a special document available in order to avoid possible confusion.

## CHAPTER III SOCIAL QUESTIONS

### 1. Public Health

#### A.

The Belgian administration has achieved good results in the organization of medical services and is to be congratulated on the progress already made in this field.

Hospitals seem to the Mission to be well equipped and well run, and there are numerous dispensaries. The medical staff are devoted to their work and the African auxiliary staff appear very competent. The laboratories, especially the one at Astrida, are remarkable. Particular mention should be made of the Astrida laboratory's production of raw penicillin (astridine) since 1944, and the allocation of totaquine.

The confidence now shown by the Africans in modern medicine and the popularity enjoyed by all the governmental, private or missionary health services is an excellent omen for the future. All the Africans interviewed by the Mission, from chiefs to simple peasants, asked that the medical services should be extended.

But much still remains to be done to improve the general health of the inhabitants and to stamp out the persistent endemic diseases, particularly malaria and worms, which affect almost the entire population, as well as permanent or occasional dangers such as framboesia, sleeping sickness, recurrent fever, exanthematous typhus, typhoid fever, dysentery etc.

The Mission noted with special interest the campaign for protection against sleeping sickness by means of pentamidine injections.

In medical matters, the Belgian administration certainly seems to be on the right road and has already accomplished good work.

#### B.

The number of doctors, however, remains low. But it rose considerably during 1948, having increased from thirty-five to forty-nine. The local administration rightly points out that it should be borne in mind that in addition to this number of doctors there are qualified European (medical assistants, health officers and certified nurses) and African (medical assistants and nurses) medical staff, whose work is in many respects much more similar to that of doctors than anyone ignorant of the Belgian medical organization in Africa might be led to believe by their appellation.

Since Ruanda-Urundi has so large a population, it is important that the medical effort be methodically pursued and developed. The medical staff could still be considerably increased. It should be pointed out, however,

that this alone would not suffice, for the improvement of public health and the gradual suppression of serious endemic diseases is to a great extent also a question of medical supplies and social hygiene. Therefore the Belgian administration's splendid and conscientious effort to increase the distribution of quinine, totaquine and vermifuge, and to start educating the masses in hygiene (mainly with the help of women welfare workers) should be expanded from year to year, in order to reach the entire population.

C.

More hospitals and dispensaries are to be provided; this is amply justified by the density of the population, the eagerness of the African to receive attention and the overcrowding in these institutions. Despite the relatively high number of dispensaries, there are still remote hill communities several hours' walk away from the nearest medical centre. Requests for more hospitals, dispensaries, maternity homes, etc, were repeated on many occasions by all the Africans with whom the Mission came into contact.

According to the latest information, Ruanda-Urundi has a total of three hospitals for Europeans, one hospital for Asians, twenty-five hospitals for Africans, one isolation hospital for sleeping sickness cases and ninety-one rural dispensaries.

The buildings, made of durable materials, are nearly all excellent; the wards are light, clean and well-ventilated; often the establishments look very neat and attractive in a setting of flower beds. The equipment, X-ray apparatus, surgical instruments etc., seem at times to be first-rate.

There are great plans for development: nine more hospitals and 101 additional dispensaries are planned; four of the hospitals and nine dispensaries are already in course of construction and the rest are to be built in the near future.

When all these hospitals and dispensaries are finished, the Africans will at the most have five kilometres to go to reach the nearest dispensary.

In addition to the maternity home for African women which already exists at Astrida, and the one being built at Usumbura, the Administration is contemplating the construction of one at Kigali and one at Kitega shortly, and twelve others in the years to come. The religious missions (particularly the C.M.S.) are also planning to build additional maternity homes.

Other establishments for Africans are planned. The plans for two tuberculosis sanatoria, two mental homes, two orphanages and two old persons' homes have been submitted by the local administration to the Belgian Government. Schemes for two leper-hospitals under the auspices of missions

/have been

have been put forward. Facilities for pre-natal advice and infant welfare are to be extended.

Lastly, it is planned to place motor ambulances, at present non-existent, at the disposal of each district doctor for transporting hospital cases from the rural dispensaries to the nearest hospital.

## 2. Housing

The housing of the majority of the native population has made no progress for generations: it is still a wretched round hut made of leaves and straw, hidden away in a banana plantation.

It is clear that the Africans are quite indifferent to their dwellings, and a further complication is the fact that they do not live in villages.

The Belgian administration has urged forward the construction of decent houses, made of durable materials, for the chiefs and deputy chiefs, the enlightened elements and the African agents of the administrative cadres and private companies; there has been a considerable improvement in the housing of the mining camps and special (non-customary) settlements. The bulk of the population is as yet little affected by this, although a tremendous amount of building is proceeding in the Territory and although there is no part of Ruanda-Urundi where new buildings are not being erected at the present time.

The traveller is sometimes astonished at the wholly primitive state of the native dwelling and cannot help comparing the squalid straw hut with the fine brick and concrete buildings of the European dwellings, the chiefs' homes and the mission churches.

The problem is clearly difficult because of the indifference, indeed the hostility, of the population to the idea of altering its mode of living:

The Territory recently began the construction of huts made of bricks and concrete, which any African may purchase on easy payment terms.

According to the African's preference, the house is either a round, brick built hut with a thatched roof and divided into rooms, or a rectangular house with two or three rooms and a roof preferably of tiles.

The floors in these houses are made of cement.

This programme was begun in 1948 with financial aid from the Government; it will however be continued and extended with the help of credits to be granted for this purpose by the Native Welfare Fund.

The programme calls for 800 houses in 1948, 1,600 annually in 1949, 1950 and 1951, and 5,000 a year from 1952 onwards.

These brick huts may be acquired by any African. As soon as building /commences he

commences he has to pay a sum which it is left to him to compute, but which may not be less than 1,000 francs. The balance may be paid off at his choice, either by a single payment or by quarterly payments, the debt to be finally cleared not later than ten years after completion of the house. Where payments are made annually, interest is charged at the rate of two per cent per annum. To quote an example, the round brick huts which the Mission saw near Kitega cost 6,300 francs.

It is to be hoped that this experiment will yield good results and that the Administration will continue to push forward with better housing, while not forcing the population to accept a type of dwelling ill-suited to local needs and tastes.

The Mission was favourably impressed by the layout of the special (non-customary) settlement at Usumbura and by the garden-city improvement plans.

### 3. Nutrition

The Mission had no time to study this problem. It appears from information received that when harvests are normal the quantity of food is adequate. Its quality leaves something to be desired, being deficient in animal proteins and fats.

The administration is attempting to improve matters, but is meeting with special difficulties because of the African aversion to certain foods (particularly noticeable with regard to the fish -- tilapia -- with which the Administration has stocked the lakes).

### 4. Standard of Living

The general standard of living is certainly still very low for the native population as a whole. In the absence, however, of details and surveys of African income, it is very difficult to express an opinion, particularly when it is a question of estimating progress made. The absence of a survey also makes very unreliable any estimate of the fairness of the fiscal system. It appears that owing to the burden of current work, the demands of administrative routine and insufficient staff, the necessary surveys cannot be conducted.

Local administrative bodies -- both the economic affairs department and the two Residents -- have stated that these surveys will be undertaken at once, on a sound and scientific basis.

The problem is certainly not an easy one because of the numerous almost imponderable factors which lie at the root of the native rural domestic economy.

If it so desired, the Belgian administration might perhaps obtain the

aid of specialists who would place all the theoretical and practical experience acquired elsewhere at its disposal.

A few surveys have been carried out at the special (extra-coutumier) settlement of Usumbura. A comparison of the average price of prime necessities and wages gives an idea of the trend in the standard of living since 1940. Taking 1940 as the base, the figures are:

Year	Average monthly wages of worker or employee.		Average price of prime necessities. (1)	Trend of standard of (2) living, compared with 1940
	Skilled	Unskilled		
1940	487.50 fr.	67.50 fr.	110 fr.	100
1941	478	75	119	92
1942	606	94	131	106
1943	706	127.50	181.50	91
1944	953	127.50	196	110
1945	953	150	200	110
1946	1,106	250	237.50	113
1947	1,250	250	238	125

It would be of advantage to have comparable data for the rural population which constitutes the immense majority of the inhabitants, but it is clear that they are more awkward and difficult to establish.

## 5. Labour

### (a) Working Conditions

As a general rule, regularly employed labour is protected by legislation with regard to food, housing and medical care and is as far as the Mission has seen well cared for in these respects from the point of view of existing native standards. Obviously, this can only be taken as a general conclusion and is true only in a relative sense.

It is nevertheless apparent that on the whole the standard of living of regular workers is, in many respects, not inferior to that of workers on the land.

Occasional labour is less well cared for.

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- (1) In view of the lack of statistical data since 1940, on all merchandise and foodstuffs constituting the normal needs of a native family, the administration has taken a few elements representing prime necessities, the prices of which are precisely known (rent, cloth, foodstuffs).
- (2) These figures come from the comparison between the average of average salaries, and the prices of prime necessities; this relation in 1940 is represented as 100.

On the subject of contracts of employment it should be noted that serious indiscipline or failure to fulfil a contract is liable to penalties, including imprisonment. This form of punishment is very common: 758 workers were convicted in this way in 1947, apart from optional fines which may have been paid for this type of offence.

In spite of the reasons put forward in the past to explain this system, the Mission feels that it might be possible at an early date to consider the abandonment of this excessively harsh attitude towards a purely civil contract.

In this context it may be mentioned that the International Labour Organization's Convention of 27 June 1939 concerning penal sanctions for breaches of contracts of employment by indigenous workers provides that all penal sanctions should be gradually abolished at the earliest possible moment. This Convention has not yet been ratified by Belgium.

Under existing legislation African workers are permitted to organize trade unions, but such organizations are actually non-existent. No strikes have ever taken place.

(b) Wages

African workers' wages in RUANDA-URUNDI are extremely low. This appears to be general and systematic. A daily wage of one to two francs is still very common. It may be stated that extremely low wages constitute one of the bases of the economic system of Ruanda-Urundi.

Many arguments are put forward to justify this state of affairs:

1. It is pointed out that in many cases (including that of workers hired under contract) the wage represents only a very slight part of the remuneration: in addition there are housing, food, equipment, subsidies in kind and in cash, free medical care, and so on.
2. In other cases, including that of occasional workers, the remunerated employment is not a full time occupation. It requires only a few hours per day and only a few days per month, the worker being able to spend the rest of the time looking after his crop in his village.
3. The output of the workers is so low and the quality of the work so poor that the remuneration for the work actually done is adequate.
4. If wages were suddenly and substantially increased without a considerable change in the output a large number of businesses could not carry on and much public and private work would have to be abandoned.

5. The Africans have few needs and their desires are limited; if wages were increased they would work less, because they would achieve their object more quickly, namely, paying their taxes and buying a small number of articles. Their output, even proportionately speaking, would drop.

6. There is an abundant supply of manpower.

7. The workers' standard of living is in any case higher than that of workers on the land.

None of these arguments appeared to the Mission to be conclusive. They represent a vicious circle round the principle of an economic system based on very low salaries.

Output is simply a matter of education; the African worker is certainly different from the European worker, but it is difficult to believe that this difference is functional and racial. The African is certainly handicapped by deficient or ill-balanced nutrition, and by a state of health frequently impaired by such causes of chronic debilitation as malaria and verminosis. He is probably also under a disadvantage because he does not belong to a civilization where the circumstances of environment and development have in the past more rigidly enforced the rule of work and of constant endeavour. He still lacks the ambition and incentive of needs that are difficult to satisfy and of wishing to raise the standard of living.

But this is very far from saying that the worker of Ruanda-Urundi is the worst in the world, as a European settler and some officials told the Mission. Furthermore, opinions are by no means unanimous, for in the sisal plantations of Tanganyika Territory African workers from Ruanda-Urundi enjoy an excellent reputation; and the reason why they are sought after in the Belgian Congo also is probably that they are no worse than others.

It has been said that it takes ten African workers to do the work of one poor European worker. The Mission definitely rejects such an exaggeration. But in so far as there is any difference in quality between the workers of the two races, the reason is that in Ruanda-Urundi there is no incentive to Africans or employers to develop the technical, occupational, or moral education which would radically change the African worker.

There would be such an incentive if wages were not what they are. If they were much higher it would even become absolutely essential to transform the worker and there would be a feverish search for the means to attain that result.

Furthermore, the greater difference of resources as between workers and peasants on the land would perhaps result in an increase in the needs of the latter. In any case, there would be no danger of a flight from the  
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land because the demand for manpower is limited and the supply abundant even now.

There is no legislation on minimum wages. The Belgian Government has taken the question under study and the last Vice Government General's Council considered the problem of an equitable minimum wage on an individual or possibly a family basis. It is to be feared, however, that the establishment of a legal minimum will not make any great difference because it will probably be fixed rather low, in accordance with the traditional wages policy.

The Council also considered the question of family allowances for workers and pensions.

The Missions urgently recommends the Belgian Government to consider the possibility of radically changing the wage system of Ruanda-Urundi.

This is particularly necessary as regards unskilled labour.

The position of skilled labour leaves less to be desired; some skilled African Government assistants are now receiving relatively high salaries, less out of proportion to those of Europeans.

(c) Emigration of labour

Emigration of labour from Ruanda-Urundi is on a fairly large scale. This is not a disadvantage, in view of the density of the population.

It seems that this emigration is purely voluntary and is not regarded unfavourably by the population itself or by the native authorities.

As regards emigration to the Congo in particular:

1. the recently resumed recruitment of labour for the mines of the Union Minière du Haut Katanga (UMHK) is organized on an entirely new basis, which seems to be favourable and to offer satisfactory guarantees.

This is a selective recruitment affecting a small number of workers (500 per annum) who are first trained, instructed and gradually accustomed to their new type of work and the different kind of food and life in a mine used as training school in Ruanda. Marriage before departure is encouraged and facilitated. Wages paid on arrival are higher than those in Ruanda-Urundi.

2. the Mission is unable to express an opinion on recruitment for other mines in the Congo. It recommends that the Trusteeship Council ask for a detailed report on working conditions, wages etc., of such workers in the Belgian Congo and for detailed information on their health and adaptation to the climate, which is very different from that of Ruanda-Urundi.

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3. there is nothing special to report concerning the seasonal labour employed in the Kivu, on the frontiers of Ruanda, since these workers do not really leave the country and their position is similar to that of workers in the Territory of Ruanda-Urundi.

As regards the seasonal emigration of labour towards the British territories of Uganda and Tanganyika, it should be observed that apparently the Belgian authorities have not yet received satisfactory assurances. Closer co-operation between the British and Belgian authorities would be desirable in order to ensure adequate protection of this non-controlled labour. (This does not refer to regularly recruited labour, which represents only a very slight proportion of these emigrants.)

It should be placed on record, however, that no African or chief questioned by the Mission voiced any complaint concerning this seasonal emigration.

#### 6. Whipping

Whipping is a customary form of punishment which was employed to excess prior to Belgian occupation, as indeed were other extremely cruel forms of corporal punishment.

The Belgian Administration has reduced its applicability, and the number of lashes permitted has been brought down by stages first to twenty-four, then to twelve, and finally to eight. In the view of the Belgian administration there is a definite tendency towards progressive abandonment of this form of punishment, but it considers that complete abolition would be premature. Some native authorities expressed their reluctance to immediate abolition of whipping especially where the prisons are concerned; they expressed the view that whipping is often necessary as a means of compelling people to obey orders.

On the other hand many Africans expressed the view that it was not necessary to use whipping to make them work, and that they did not like being whipped.

Prominent religious leaders expressed the opinion that whipping was widespread and unnecessary.

At the moment, whipping is permissible in the following cases only:

1. As disciplinary punishment in prisons, and then only subject to numerous reservations (this aspect is examined below under the heading "Prisons");
2. As a military disciplinary punishment for second-grade soldiers;
3. As a disciplinary punishment for certain categories of staff employed by the native authorities such as police, for dereliction of duty or abuse of powers;

4. As a judicial penalty which may only be inflicted by native tribunals where custom prescribes such punishment for an offence. Where an offence is covered by written law and not by customary law, native tribunals are not competent to order whipping. Cases of whipping under this heading are very rare.

It would appear from the records that the right to inflict whipping for offences punishable under customary law has been withdrawn from the Bami, chiefs and sub-chiefs and been vested exclusively in the native tribunals.

There is, however, no doubt that whipping is more widespread than that. Even allowing for exaggeration in statements by Africans, it may be deduced from the almost unanimous reaction of those questioned that whipping still survives and is commonly practised by chiefs and sub-chiefs, native subordinates and even some European officials, especially in connexion with agriculture and force labour on roads.

It is therefore illegal and a punishable offence. But the Belgian authorities apparently wink at it and tacitly permit the chiefs and sub-chiefs to inflict this form of punishment, thinking probably that by this means, the carrying out of measures like compulsory crop raising, road maintenance, etc. may be facilitated.

It seems therefore that it is necessary to change these habits.

Mr. Laurentie and Mr. Chinnery think that total abolition of whipping should be recommended in all cases where it is still permitted except perhaps in prisons; Mr. Lin and Mr. Woodbridge urge that whipping in all its forms be abolished immediately.

The administration has stated that it is now considering the possibility of abolishing whipping as a disciplinary measure for staff employed by the native authorities.

#### 7. Prisons

The Mission approves the system of conditional release under which prisoners are discharged after serving at least one-quarter of their sentence (or five years in the case of a life sentence), provided they have already served at least three months. The period may, moreover, be reduced by the Governor-General if he is satisfied that a long term of imprisonment might endanger the prisoner's life.

Little or nothing is done to segregate habitual offenders or long-term prisoners from first offenders convicted for minor offences. In fact prisons for special categories are practically unknown and the central prison at Usumbura and the district prisons in Kigali and Kitega have

/very mixed

very mixed populations.

As regards discipline, the Mission wishes to point out that the punishment of solitary confinement in dark cells (to which Europeans as well as others can be sentenced for a maximum of one month) is very rigorous, particularly for Africans, on some of whom this kind of punishment must have an extremely depressing and possibly dangerous mentally effect. It does not appear to be inflicted to excess but the Administration should be recommended to see that it is only inflicted when absolutely necessary and that the maximum term is reduced.

The Mission, however, has certain misgivings in regard to whipping, which may be inflicted on "coloured people", but which in fact is never applied to Asians and is therefore reserved solely for Africans.

The Administration points out that application of this punishment is subject to numerous restrictions: it cannot be inflicted on women, old or sick persons, persons in preventive custody, political prisoners or tax evaders. Moreover it is never inflicted on children.

The Belgian Administration considers that this penalty cannot be abolished in prisons at the present stage. The African has not yet developed to a point where he is sufficiently conscious of the ignominy of imprisonment, and deprivation of freedom for short periods coupled with work not usually of an arduous nature, are not sufficient to make imprisonment a deterrent; moreover if whipping were discontinued the prison system would have to be revised so as to make it stricter and more effective. Furthermore, the local administration maintains, whipping as administered is in no way a barbarous, excessive, or humiliating punishment, and is accepted by native opinion as a normal procedure. The Mission questioned a number of chiefs and native authorities on this matter, and all were of the opinion that whipping should be retained in the prisons, though they felt it could be abolished elsewhere.

Mr. Laurentie and Mr. Chinnery are doubtful as to the need to retain this punishment.

While not making any definite recommendations, it is suggested that the administration should examine the possibility of modifying the prison disciplinary system and consider the possible effectiveness of various systems of hard labour in lieu of whipping, and submit a detailed report on the subject to the Trusteeship Council.

Failing total abolition of whipping it might be possible to extend the system of exemption (which at present applies, for example, to persons in preventive custody, political prisoners and tax-evaders) to other categories

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such as persons sentenced for special offences (breach of labour contracts, compulsory cultivation etc.), which hardly constitute crimes in the usual sense of the word.

Mr. Lin and Mr. Woodbridge are of the opinion that whipping in prisons should be abolished immediately.

As regards long-term prisoners, an effort could be made to give them vocational training and to set up workshops. There is a prison workshop at Kitega, and the establishment of one at Kigali is contemplated. The local Administration has agreed to examine the possibility of extending vocational training in prisons and of paying prisoners for work. The Mission can only applaud any initiative likely to make it easier for long-term prisoners to return to normal life and freedom.

#### 8. Discrimination against Asians

As a result of written and verbal petitions submitted by Asians in Ruanda-Urundi, as well as in the course of interviews between the Mission and other Asians, the Mission found itself faced with the question of discrimination practised in the Territory against Asians.

It emerges from the enquiry conducted on the spot and at all social levels by the Mission that a real effort is being made by the Belgian Administration to maintain good relations between the members of the Asian and European communities both socially and in the sphere of personal relations. Instances could be cited of official intervention to establish satisfactory relations between Asians and Europeans. Generally speaking, representatives of the local administration carefully avoid the charge of harbouring prejudices of any kind in their official or private relations with Asians. It might even be said that at times they are inclined to show greater forbearance towards Asians than towards Europeans.

On the other hand, however, discrimination against Asians is apparent in local legislation. This discrimination is to be found in four fields: residence in urban districts, laws on alcoholic beverages, possession of arms, and the prison system.

##### (a) Residence and land tenure

Under the Ordinance of 29 March 1926 (issued by the Governor-General of the Belgian Congo and made applicable to Ruanda-Urundi by a local ordinance dated 18 November 1927), separate quarters are established in built-up urban areas for persons of European race. Non-Europeans may be granted authorization to reside in the European quarter by special permission of the local authorities and on the advice of the medical officer, such authorization to stipulate the conditions to be fulfilled to meet hygienic standards.

Under the Ordinance of 11 September 1945 issued by the Governor of Ruanda-Urundi, urban areas are divided into European, Asian and African quarters. A special permit, valid for one year only, is necessary before a member of a racial group can establish his domicile or business in a quarter other than that allotted to his race.

The preamble to the Ordinance of 29 March 1926 states that "it is in the interest of the inhabitants to control the residence in European-occupied quarters of persons of other races not enjoying the same educational standards or possessing the same hygienic habits".

It is explained in the comments submitted by the local administration that "the main aim had been to avoid the creation within European urban areas of overcrowded blocks and dwellings not affording adequate guarantees of hygiene."

Because of this legislation, the local administration has tried to avoid disputes resulting from the sale of lots which purchasers would be unable to use. The effect on real estate transactions is explained by the local administration as follows: "For the same reasons as above, and although in theory there is nothing to prevent Asians from acquiring lots in the European quarter, the Administration's practice, in order to avoid disputes, is to refrain from selling land to persons unable to use it for residential purposes. There is no doubt, however, that Asians presenting full guarantees in respect of hygiene, education and moral character could become purchasers of such lots."

In reality, this legislation concerning residence and its practical effect on real estate transactions only applies to the urban district of Usumbura. There are no restrictions affecting residence and land purchase in urban districts in the Territory's remaining centres.

#### (b) Alcoholic Beverages

Alcoholic beverages are governed by the Ordinance of 26 December 1942, enacted by the Governor-General of the Belgian Congo and made applicable to Ruanda-Urundi by a local ordinance dated 10 March 1943.

This legislation prescribes detailed rules governing the distillation, importation, transport, possession etc. of alcoholic beverages.

Non-Europeans are forbidden to buy or sell beverages of a strength in excess of four per cent fermented alcohol or 2.4 per cent distilled alcohol. Provision is made for exceptions in the case of doctors' prescriptions, beverages destined for religious purposes, immediate consumption in public houses and special permits issued by the Governor.

In the case of certain provisions of the Ordinance, however, Asians enjoy more favourable treatment and are placed on the same footing as Europeans.

Finally, with regard to traffic in alcoholic beverages generally, the Governor may, in exceptional cases, place individual "coloured persons" on the same footing as persons of European race.

The local administration explains that the origin and basis of this system is the Convention of Saint-Germain-on-Laye of 1919, and cites a note accompanying a judgment delivered in the Belgian Congo stating that "there are considerable Arab and Indian populations, and the legislator was unable to ignore the fact that these populations live in fairly close promiscuity with the Africans... the contingency that these (alcoholic) beverages might come into the hands of the Africans through their agency must be avoided."

The Mission was also told by Asians that certain European dealers had no objection in practice to selling alcoholic beverages to Asians of a certain social standing. The latter object, however, to legislation which compels them to rely on the complicity of dealers and debars them from openly buying beverages of which they are well able to make a perfectly reasonable use.

#### (c) Arms and Ammunition

Under the Ordinance of 31 August 1915, only Europeans providing adequate guarantee may be authorized to possess arms. Not more than three may be in the possession of any one person.

The Governor may, in special cases, authorize non-Europeans to possess arms. By way of exception, Europeans may be authorized to possess more than three weapons and non-Europeans more than one.

In its comments, the local administration explains that this legislation was originally motivated by the danger which existed in 1915 in allowing the free traffic in modern weapons and their possession in an inadequately pacified territory. It also points out that individual permits may be granted to "coloured persons" and that the criterion adopted is based not on the race but on the personal character of the possessors of arms.

#### (d) Prison System

The local legislation in force provides for two prison systems only, one for "European prisoners" and the other for "coloured prisoners".

In practice, however, and according to the statements made by representatives of the local administration, Asians are always subject to the same regime as Europeans.

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The Mission, it should be added, received no complaints on this score.

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With regard to the legislation governing the residence of inhabitants in urban areas, the Mission considers that the Administering Authority might be recommended to amend this legislation and subject Asians to the same residence regulations as Europeans.

The same standards of public health and adaptation to urban conditions would, of course, be applied to all residents.

The Mission feels that a similar recommendation might be made with regard to the regulations concerning alcoholic beverages and the possession of arms, the strictness of which was understandable at the time of their introduction, but which the progress achieved in the Territory and the possibilities of control would seem to have rendered superfluous.

The Mission, finally, is gratified to note with regard to the prison system that the Administering Authority has been able, in practice, to apply suitable rules; and considers that this practice could well be sanctioned by a legislative amendment placing Asians and Europeans on the same legal footing.

## CHAPTER IV

## EDUCATIONAL QUESTIONS

1. General

The development of education is the pre-requisite of all political progress, as of social and economic progress.

Only a sound basic education covering all classes of society and supplemented, for a large minority, by a good technical education, by thorough professional training, and in a sufficient number of cases by real higher studies, can transform society in Ruanda-Urundi, which is still at a very primitive stage of development.

It should, however, be recognized that a good deal has already been done. Out of a population of 3,700,000 inhabitants, more than 3000,000 children attend school. There are no accurate figures, but the administration estimated that nearly two-thirds of the population of school age attend elementary schools. Most of them however for one or two years only. The credit for this achievement, which is remarkable in Central Africa, goes entirely to the untiring devotion and spirit of enterprise of the Catholic and Protestant missions.

Another important point is that a small number of young people already receive, at Astrida, an excellent advanced secondary education, which makes it possible to discover talent and to show the technical and intellectual possibilities of the youth of Ruanda-Urundi.

On the other hand, at the present stage of educational development, there are still many gaps:

- primary education still ceases at a rather low level; its first concern is moral and religious teaching,
- secondary education is practically non-existent, except for a very small minority;
- the part played by the Administration in education is almost entirely indirect. Education in Ruanda-Urundi is a de facto monopoly of the religious missions.

The local authority considers that it is fulfilling its obligations under Article 12 of the Trusteeship Agreement <sup>(1)</sup> by subsidising the education given by the religious missions, which enables it to control and regulate

(1) Article 12: "The Administering Authority shall develop the system of elementary education in the Trust Territory in order to reduce the number of illiterates, to train the inhabitants in manual skill and to improve the education of the population. The Administering Authority shall, so far as possible, provide the necessary facilities to enable qualified students to receive higher education, more especially professional education."

that education. It states that, thanks to the economy thus achieved, it can subsidize more schools and further extend education without unbalancing its budget; finally, the religious missions add the argument that civil education is hardly conceivable without religious teaching, since, for the population of Ruanda-Urundi, the two needs are equally great and are inseparable.

During his interview with the members of the Mission, the Colonial Minister went even further. He stated that in his opinion primary education without religion could not be envisaged, and was dangerous at the present stage; the efforts of the Belgian Administration are in fact aimed at transforming native society, at giving it a new mentality and new moral concepts, and consequently children cannot yet be given an education devoid of any religious influence.

It is not the intention of the Visiting Mission to discuss the advantages and drawbacks of official education; the benefits and advantages of the teaching given by the missions are evident and undeniable. But this does not mean that there are legitimate grounds for the total exclusion of official secular education.

The argument of economy carries weight, but does not provide sufficient justification in itself. If all medical attention were concentrated in the hands of the religious missions, it would also be cheaper; but in this field the Administration believed it was its duty to provide its own organization and to take the initiative energetically in discharging its obligations; but this in no way precludes valuable participation by the missions in medical work, and complete collaboration between the Administration and the churches.

At the same time, it is perhaps true that for a part of the native population, religious and educational needs go hand in hand and cannot be considered separately. This is all the more understandable in a population which is already 25 per cent Christian. Nevertheless, there may be many who prefer to abstain from religious education or to receive religious teaching of another kind. Is it fair to deprive them of all opportunity for lay education, or to refuse them the benefit of any administrative action? Is it wise that all teaching which derives material assistance from the Government should be within the sphere of religious conversion and that the State should offer no facilities for education outside religion? Does not this indirectly compromise the "complete freedom of conscience" guaranteed by the Trusteeship Agreement?<sup>(1)</sup>

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(1) See also petition No.6 Annex IV. Doc.T/217/Add.1 page 46.

It should be noted that a good many officials and a certain number of missionaries favour the development of official schools side by side with the religious schools. In their opinion one of the great difficulties in the development of education is the shortage of teaching staff, and any opportunity of increasing that staff would be welcome.

The missionary authorities have emphasized the extraordinary popularity of education and the desire for learning. They are literally overwhelmed by the demand.

Whenever the members of the visiting Mission had interviews with native authorities or meetings with ordinary Africans, the desire for an education that is more general, more extensive and more accessible to everyone was always expressed and repeated with emphasis and insistence.

Is it not the Government's duty to take a direct part in satisfying this wish? Would it not be desirable for the educational policy of Ruanda-Urundi to be conducted independently of that followed in the Belgian Congo, and not subordinated to it? Would this not make it easier for Belgium to make certain modifications in the direction of the recommendations of the Trusteeship Council?

Finally, with regard to the development of education beyond the primary stage, it should be pointed out that the Administration has plans that appear interesting. But here again, even more than in the sphere of policy, there is the fear of going too fast, of modifying the evolution of native society too quickly, and hence too drastically. Such caution as regards method, however wise it may appear to the responsible authorities, perhaps takes too little account of the desire for learning evinced by the population. It would certainly not be going too fast to fulfil this desire and to give its fair share of education to a country whose development in this field is, after all, only the satisfactory consequence of thirty years of Belgian administration.

## 2. Primary Education

According to the data given for 1947, primary education was provided by two official primary schools (one for girls and one for boys) run by a religious order, 1,393 private subsidized primary schools (95 being second grade, i.e., including a third, fourth and fifth year) all belonging to religious missions, and 3,181 non-subsidized private primary schools (twenty-three being second grade).

The number of pupils attending these schools was 300,187.

The schools visited by the Mission are in general well built, well equipped and well organized materially. Thus there can be no doubt that a large proportion of the children are provided for, and that there are /plans

plans to provide for still more. It is to be hoped that primary education will be extended so that before long there will be facilities for all children of school age.

The Mission is of the opinion:

(a) that it is desirable that a certain number of the new primary schools to be established throughout the country should be secular Government institutions. This is only possible if there are teachers trained for that purpose, and the question should therefore be considered in conjunction with that of the establishment of official teachers' training colleges;

(b) that a necessary condition for the obtaining of Government grants for mission schools should be that religious classes should be optional;

(c) that the primary education course should be extended and that wherever possible it should not stop at the first grade but should last for five or six years; that French should be begun earlier than it now is; and that a certain amount of civic instruction should be given in the final years.

In the new organization recently proposed by the Belgian Congo Education Service for the private subsidized education for the native population in co-operation with the missionary societies, primary education is to consist of:

1. a first grade comprising two years of schooling and an optional third year designed to broaden the mind and give the children a minimum of elementary knowledge;
2. a second grade, to be subdivided into an ordinary second grade and a selected second grade. The selected second grade is to consist of a four-year course (third to sixth year) and is to be designed to fit the child subsequently to receive a thorough secondary education.

The ordinary second grade, consisting of a three-year course (third to fifth year) is to be on different lines, not designed to train the pupil for more advanced studies but rather to prepare him more thoroughly for the life he will lead in his natural environment.

"The children placed in the selected second grade will be those considered capable of completing a full primary and secondary course of education, and their aptitude should be assessed both from the moral and the intellectual standpoint; their moral and intellectual qualities will be judged in the first place by the missionary supervising the elementary schools from which the pupils are to be selected, and by a very stiff entrance examination." The statement of the Belgian Congo Education Service describing the new organization goes on to say: "The quota of pupils to  
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to be placed in the selected grade should as far as possible be determined by the number entering the secondary schools, this latter depending in its turn upon the openings available for trained and educated individuals. It is preferable that the authorities should resign themselves to limiting the future élite rather than that they should encourage large numbers of young people to earn diplomas which will be of no use to them and will make them feel discontented and out of their true element".

The following table gives the present situation and the Government plan for subsidized primary schools in Ruanda-Urundi:

	Number of schools in 1948	Number of schools to be established in 1949	Total number of new schools to be established in the period 1949-1957
first grade primary schools	1 500	80	720
ordinary second grade primary schools	100	5	45
selected second grade primary schools	10	2	18

### 3. Secondary Education

At the present time the only secondary education given in the Territory (apart from training at the seminaries and the teachers' training colleges attached to the missions) is at the school at Astrida; it provides a four-year course with a careful system of selection.<sup>(1)</sup> The average daily attendance for the first term of 1948 was 201 pupils.

This is manifestly inadequate in view of the general demand for more facilities for post-primary education.

The extension of secondary education is an urgent problem for every year thousands of children reach or will reach the end of their primary schooling and can go no further.

The Administration is planning next year to subsidize a Latin secondary school at Costermansville (Belgian Congo) which would serve Ruanda-Urundi and part of the Belgian Congo, and for the first time would enable young Africans to take a full six-year course in the classics, the syllabus being based on the Belgian conception of the classics, with the exception of Greek and the subjects being adapted to local conditions.

The purpose of this school would be to open the doors of the Belgian universities to young Africans from Ruanda-Urundi. Under the system of higher education in Belgium, certain studies (including law, medicine, etc.) are open only to those who have had a secondary education in the Humanities including Latin. The school at Costermansville would be one of five of this type designed to serve the Belgian Congo and Ruanda-Urundi. It would be

(1) See petition No. 9 Annex IV. Doc. T/127/Add. 1 page 62

directed by the Catholic missions and recognized and subsidized by the Government. In spite of the fact that the Gostermansville school could probably take only a few dozen pupils from Ruanda-Urundi, there does not seem to be any intention of setting up another school of this kind for the Trust Territory. The programme for the period up to 1957 communicated to the Mission by the Minister for the Colonies makes no provision for such a school. Moreover, the Government's wish not to go too fast is typified in the following sentence from a recent official letter: "The Minister desires that the application of the schools policy of the Government in co-operation with the missions should be subject to an undertaking by the missionaries not to set up supplementary establishments of this type until further notice".

Another Government scheme is to transform the middle section of the Astrida school (comprising a four-year course) into a modern secondary school providing a six-year course, three years to be devoted to a curriculum common to all sections and three years to more specialized studies; in addition to the general education provided, the classes would cover a number of special subjects and would be divided into the following sections; administrative and commercial division, surveyors' division, teachers' training division, science division.

The visiting Mission considers that the realization of this programme would constitute an undeniable step forward, but that it is not enough to satisfy the demands of the people themselves and the requirements of the Territory's intellectual development. The Mission's view is that the immediate needs of Ruanda-Urundi in secondary education are at least four complete modern secondary schools (for instance at Usumbura, Kitoga and Kigali in addition to Astrida) and one Latin school preparing pupils for the university (this latter school to be in Ruanda-Urundi and not in the Belgian Congo, and to be exclusively for pupils from Ruanda-Urundi).

Some at least of these schools should be secular Government institutions, though possibly providing optional religious instruction.

This programme cannot be considered as too ambitious or too rapid: four or five secondary schools when there are already 300,000 children in the primary schools and nearly 4 million inhabitants is not excessive.

For immediate purposes, this programme may seem too ambitious by comparison with the present plans for the Belgian Congo, of which those for Ruanda-Urundi are only one item.

The Mission considers that the situations in the Belgian Congo and Ruanda-Urundi are not comparable owing to the difference in population density and in the progress in attendance at primary schools. Moreover

/Ruanda-Urundi

Ruanda-Urundi is a Trust Territory and the Trusteeship Council cannot go into questions concerning a territory outside its competence.

In itself the programme for Ruanda-Urundi as outlined is not excessive and steps should be taken to put it into force as a whole without delay.

It does not seem that the number of pupils who would pass out of the secondary schools would be too large, and could not be absorbed by the administrative, commercial, industrial, social and teaching requirements of the country, if an extension of the share taken by the natives in these various activities were sufficiently encouraged.

A point which has been raised by the Mission is the possibility of sending a few African children to attend secondary schools in Europe as an experiment. The local administration has expressed doubts on this subject, because of the danger of a too radical change of climate, food and surroundings for children at a critical stage of adolescence and growth.

#### 4. Higher Education

The Administration states that the question of university education is still premature since no full secondary education yet exists. This argument is valid, but since full secondary education will begin next year at Costermansville, it may be expected that within six years, i.e. about 1955, some students will be ready to enter a Belgian or foreign university. In order not to be caught unawares then, it might be advisable to consider as soon as possible how such university studies will be made available.

It should be noted that certain more advanced elements of the population are extremely anxious to study in Belgium. The Mwami of Urundi has requested facilities for his son to go to Belgium on completion of his secondary studies.

Furthermore, advanced training, other than university training, should be available on the spot. In this connection there are already in existence the excellent higher departments of the Astrida School which train students in the agricultural, veterinary, medical and administrative fields. The training which they give is very satisfactory and this school produces some very good material.

The Native Welfare Fund will make a grant in 1949 towards the building and equipment of laboratories at Astrida.

The Administration is contemplating a possible future transformation of the higher departments at Astrida into a real African university. That would be an excellent thing, but unfortunately plans in this respect are still very vague.

At the moment the only true higher education given in Ruanda-Urundi is that connected with the training of African priests in the high seminary at

Nyakibanda where a series of courses, starting at the primary school and continuing through the low seminary, making a total of twenty-one years of instruction, is completed. The fact that Africans pass successfully and show themselves capable of assimilating such abstract and difficult subjects as philosophy and theology, and that two of them are even continuing their studies in Rome, is a signal proof of the intellectual capacities of the best among the young people and of their fitness for higher education.

##### 5. Technical and Vocational Training

There is very little vocational training at present in Ruanda-Urundi. The Kitega mission has an apprentice craftsmen's section for the training of qualified joiners, and the Léon Classe Institute at Kigali teaches the rudiments of various crafts to ex-primary school children. Various other missions train certain categories of workers by empirical methods.

These mission ventures are not subsidized by the State.

The local administration has prepared plans for the establishment of a vocational school at Usumbura, and has budgetary credits for that purpose. The first school of this type will be in operation in 1950, and will train carpenters, mechanics, cabinet-makers, clerks etc.

Arrangements have been made for the establishment, between 1949 and 1957, of 3 middle vocational schools to include woodwork, mechanics and building departments. The establishment during the same period of 36 apprenticeship workshops is also contemplated with, it is to be noted, the assistance of the Native Welfare Fund, and also of 36 student teacher courses.

Another venture is to be noted. In order to restore the status of manual work and to reward craftsmen who know their jobs and already possess high professional standards, a plan is being worked out at Usumbura for an examining board before which African craftsmen may appear. All craftsmen resident in Ruanda-Urundi may appear before this board with a view to obtaining a certificate conferring on them the status of mason, carpenter, chauffeur, or assistant according to their capacities. A scale of salaries based on capacities will be established.

All these are facilitous ventures which should be encouraged and repeated. Skilled manpower requirements are sufficient to absorb a considerable number of such trainees, and an increase in the number of vocational and technical schools will mark a considerable advance towards the economic development of the Territory and the fullest possible participation of the Africans in the country's economy.

##### 6. Training of Teachers

An increase in the number of teachers in training is essential and urgent in connection with the extension of primary education. The present situation

situation is unsatisfactory. There are only two subsidized training colleges for boys (and two for girls), and all of them are Catholic Mission schools.

Classes are not very advanced since instruction extends over only three years. Religious teaching is compulsory and a considerable part of the time is devoted to it. The Protestant Missions Alliance has also opened a training college.

An immediate increase in the number of training colleges, of which some should be of the official and secular type, would appear to be essential if the programme suggested in the chapter on primary education is to have a chance of success.

The Administration is contemplating the establishment by 1957 of ten rural training colleges with the assistance of the Native Welfare Fund.

#### 7. Education for Girls

Girls' education is at present less developed and less widespread than boys'. (1)

There has been, and there still is, among the population a certain reluctance to send girls to school. It is, however, essential to provide education for girls so that young men may easily find wives of an intellectual standard equal, or closely approximating, to their own. The attention of the native ruling classes has been directed to this need and many chiefs and notables, not to mention the two Bami, have urged the Mission that this aspect of education should be kept in view.

Account should be taken of this need in the expansion of primary education, and adequate allowance should be made for girls when secondary education is instituted.

A special difficulty in this field is the recruitment of African women teachers. African girls who receive such training either wish to continue it and become nuns, or to marry and leave the teaching profession. If there were secular training colleges, it might be possible to train women teachers, some of whom would marry male teachers and would therefore be less inclined to give up their vocation.

At the present time there is a housewifery school at the Mugeru Mission. In other Missions there are housewifery departments in which instruction is mainly practical and specifically designed for girls.

With the aid of the Native Welfare Fund, the Administration intends to set up by 1957 forty-two peri-primary housewifery schools and seventy-one post-primary housewifery schools. It also intends to set up six higher primary housewifery schools.

(1) See petition No.6 Annex IV. Doc.T/217/Add.1 page 46.

Technical and higher education for girls may in the meantime be regarded as a problem for the future, except with regard to the training of nurses and midwives. But the question will perhaps arise in a future less distant than might be anticipated.

#### 8. Adult Education

Many Mission schools run afternoon and evening adult classes. At Usumbura, among other places, these classes are enjoying a definite success. Some classes are designed for illiterates, others for those wishing to perfect themselves, and in particular to learn French. These schools are not subsidized by the Government, but may be so subsidized in the very near future.

It would be worth while to encourage this tendency, but in view of the tremendous effort which is required of the Government in the field of primary and secondary education, it might appear necessary to relegate adult education to the background.

Nevertheless the Administration seems determined on this course since it is contemplating the setting up of 10 schools for adults in 1949 and 1,885 others by 1957.

#### 9. Miscellaneous

With regard to school text books, the Mission would be glad to see in some of them a brief explanation of the Trusteeship System and its basic purposes and a brief sketch of the United Nations. The forthcoming establishment in Ruanda-Urundi of the large central printing works of the White Fathers will solve the problem of issuing new editions of these works.

The question of libraries for Africans is still in its infancy; but these should be rapidly developed so as to keep pace with education.

A museum of native art and culture might be established. So far only a few missions have assembled collections of this sort.

CHAPTER V  
OBSERVATIONS AND CONCLUSIONS

This chapter presents in summary form the observations and conclusions of the Visiting Mission, based on what has been said in the previous chapters. It contains only essential items, and does not cover all suggestions which may have been made previously. These observations and conclusions may be useful to the Trusteeship Council in making their recommendations to the Administering Authority.

A. Political and Administrative Field

1. The Mission is of the opinion that, although administratively united with the Belgian Congo, Ruanda-Urundi has maintained its own identity, owing partly to the mandate under the League of Nations, and partly to the uniqueness of its geography and the remarkable homogeneity of its people.

The Mission is further of the opinion that, while the existence of common services of a technical nature is of mutual benefit, the fact that major administrative directions generally issue from the Government of the Belgian Congo may not always facilitate the Trust Territory's own evolution.

The Mission, therefore, suggests that the Administering 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.

2. The Mission welcomes the recent establishment of the Vice-Government General's Council, but regrets that there are no African members on the Council.

It is therefore of the opinion that the Bami of Ruanda and of Urundi and three or four African notables or leaders, each from Ruanda and from Urundi, should be appointed members of the Council and that the Council, at present an advisory organ, should be developed into a legislative Council in the near future.

These two measures would, in the view of the Mission, constitute major steps in the direction of political advancement.

3. The Mission appreciates the fact that the Administering Authority has done a great deal towards the modernization and democratization of native institutions (for instance, by appointing educated young men to be chiefs instead of always following feudal succession principles, by promoting the study of native jurisprudence and supervising native judicial processes, etc.)

The Mission is of the opinion that the Bami and the chiefs could be given greater authority and greater responsibility in native affairs,

ad /especially in

especially in educational, agricultural and welfare services, so that they will not remain merely subordinates taking orders from the Residents and the Territorial Administrators.

It is further of the opinion that the Administering Authority could assist the native authorities in establishing or reorganizing local councils of various grades -- hills, chiefdoms, territories, kingdoms -- consisting of representatives chosen by the people and recognized by ordinance or statute as having certain powers and functions with regard to local matters.

4. The Mission is under the impression that the people of Ruanda-Urundi today are enjoying a regime 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.

5. Finally, the Mission finds that the International Trusteeship System is not yet sufficiently known to the people and officials of Ruanda-Urundi. It hopes that the Administering Authority will circulate information on the Trusteeship System as well as on the United Nations as a whole, so that both the people and the officials may know precisely the status of the Territory in which they live and work.

#### B. Economic Field

1. The Mission appreciates the efforts made by the Belgian administration in the economic field, particularly in the fields of agriculture and reforestation.

2. The Mission is convinced that the administration of Ruanda-Urundi will continue to give the fullest attention to all aspects of food production and the prevention of famine, and hopes that at the same time it will effectively prevent all illegal practices of direct or indirect compulsion.

3. The Mission hopes that the Administering Authority will introduce as soon as possible co-operative principles in agriculture, industry and trade particularly of cotton and coffee.

4. The Mission is of the opinion that new efforts should be made to study the problem of cattle, particularly its social implications. And in view of the complexities of this problem it is suggested that, should the Administering Authority desire, international experts or scientific organs could be called into consultation.

5. The Mission suggests that the Trusteeship Council request full and exact details and statistics of revenue, from all sources and under whatever head accruing to the Territory's budget from mining operations in the Territory. It also suggests that a statement be requested showing the

value of mining production and an over-all estimate of the mining companies' expenditure and profits, so that the Trusteeship Council may be apprised of the amount and proportion of any sums returned to the Territory as compensation for the impoverishment of its subsoil.

6. The Mission hopes that the Administering Authority at an early date will make a study of the ways and means of encouraging the Africans to participate in the commerce and industry of the Territory.

7. The Mission considers it desirable that road construction be mechanized to the fullest possible extent; that regular labour be employed as much as possible on road building and maintenance and that occasional labour be adequately compensated.

8. The Mission concurs in the view of the Administering Authority that special efforts will be made to discourage European colonization in the Territory.

9. The Mission hopes that the Administering Authority will review the poll-tax question with a view to adapting the tax more fully to individual and group incomes, and to abolishing imprisonment for non-payment of the tax.

10. Should the Belgian administration prepare an economic development plan the Mission hopes that a separate plan for Ruanda-Urundi will be established, so as to avoid presenting it as an integral part of a joint plan for the Trust Territory and the Belgian Congo.

#### C. Social Field

1. The Mission considers it desirable that the standards of living among the native populations should be studied and that the results be given in future annual reports.

2. The Mission is of the opinion that the question of abolishing penal sanctions for breach of labour contracts by African workers should be considered.

3. The Mission urges the necessity of an early examination of the problem of wages paid to African workmen, with a view to increasing these wages considerably.

4. The Mission is of the opinion that the administration of Ruanda-Urundi should maintain close and regular contacts with the neighbouring territories, with a view to ensuring more effective protection and more regular inspection of African seasonal workers emigrating to these territories.

5. The Mission deplores the practice of illegal and arbitrary whipping as a measure to compel people to obey orders and recommends that the Administering Authority take strong and effective measures to prevent it.

/It further

It further recommends the abolition of all legally permitted forms of whipping; except that in the case of whipping in prisons. Mr. Laurentie and Mr. Chinnery are of the opinion that the Administering Authority should consider the possibility of modifying the prison disciplinary system with a view to abolishing the use of whipping and replacing it, to a certain extent at least, by more suitable methods.

6. The Mission recommends that the possibility of segregating first offenders from hardened criminals and the adoption of new measures in connection with vocational training for long-term prisoners and their rehabilitation should be studied.

7. The Mission is of the opinion that it would be appropriate to review legislation involving discrimination with regard to Asians, particularly the laws on residence, land tenure, alcoholic beverages, firearms and the penitentiary system.

#### D. Educational Field

1. The Visiting Mission is of the opinion that the Administering Authority should participate more directly in the field of education and establish under its control certain number of secular schools.

2. The Mission recognizes the importance of education as a basis for the political progress of the Territory and hopes therefore that in future years the administration will be able to devote increasing amounts toward these ends.

3. The Mission is of the opinion that the granting of subsidies by the Government to private schools should be subject to the condition that religious instructions in such schools should be optional.

4. The Mission views with interest the plans of the administration for the development of education and notes that a large number of new primary schools will be established. It is of the opinion that a certain number of these schools should be official and secular; that as many of them as possible should be second grade primary schools with a 5-6 year course.

5. The Mission has noted the intention of the administration to establish a secondary Latin school in Costermansville in the Belgian Congo and to modify the Astrida School into a full modern Secondary School. Furthermore the Mission hopes that it will be possible to establish in Ruanda-Urundi as soon as possible, three more full secondary schools preferably official and secular and a secondary Latin school in which students may qualify for entrance into the Belgian universities.

6. The Mission is of the opinion that the Administering Authority should provide higher and university education for the indigenous inhabitants,

in Belgium, the Congo or Ruanda-Urundi. It hopes that it will be possible in the relatively near future to implement the plan to develop the higher sections of Astrida into an African University.

7. The Mission takes note of the plans of the administration for the increase of vocational schools.

8. The Mission considers it indispensable that the number of teachers' training establishments should be extensively increased and that a number of official and secular teachers' training schools should be established as well.

9. The Mission is of the opinion that all schools should devote part of their curriculum to the teaching of the basic objectives of the International Trusteeship System and Ruanda-Urundi's special status as a Trust Territory and the general facts concerning the United Nations.

ANNEX I

Establishment and Terms of Reference of  
the Mission

At the sixth meeting of its second session on 1 December 1947, the Trusteeship Council decided, in accordance with Article 87c of the Charter, to send a visiting mission to the Trust Territories of Ruanda-Urundi, under Belgian administration, and Tanganyika, under British administration.

The necessary appropriations for this visit had already been approved by the General Assembly of the United Nations at the 121st plenary meeting on 20 November 1947.

After consultation with the Administering Authorities of these Territories it was decided that this visit should take place soon after the Council Session of June 1948.

At the 33rd meeting of its second session on 8 March 1948, the Council decided that the visiting mission should consist of four members, and at the 23rd meeting of its third session on 13 July 1948 the Trusteeship Council appointed:

- Mr. Henri Laurentie (France) ... .. Chairman
- Mr. E.W.P. Chinnery (Australia)
- Dr. Lin Mousheng (China)
- Mr. R.E. Woodbridge (Costa Rica)

At the same meeting on 13 July 1948 the Council adopted the following resolution:

"THE TRUSTEESHIP COUNCIL

"HAVING appointed a visiting mission composed of Mr. H. Laurentie of France, Chairman, Mr. E.W.P. Chinnery of Australia, Dr. Lin Mousheng of China, and Mr. R.E. Woodbridge of Costa Rica, assisted by members of the Secretariat and by such representatives of the local administrations as the mission may determine necessary;

"HAVING decided that the visiting mission should visit the Trust Territories of Ruanda-Urundi and Tanganyika during the months of July, August, and September 1948 in accordance with rules 84, 89, 94, 96 and 98 of the rules of procedure of the Trusteeship Council;

"DIRECTS the visiting mission to observe the developing political, economic, social and educational conditions in the Trust Territories of Ruanda-Urundi and Tanganyika, their progress toward self-government or independence, and the efforts of their respective Administering Authorities to achieve this and other basic objectives of the International Trusteeship System:

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/"DIRECTS

"DIRECTS the visiting mission to give attention, as may be appropriate in the light of discussions in the Trusteeship Council and resolutions adopted by the Council, to issues raised in and in connexion with the annual reports on the administration of Ruanda-Urundi and Tanganyika and in petitions received by the Trusteeship Council relating to those Trust Territories; and

"REQUESTS the visiting mission to transmit to the Trusteeship Council, not later than 31 October 1948, in accordance with rule 99 of the rules of procedure of the Trusteeship Council, a report on the findings of the mission with such observations and conclusions as the mission may wish to make."

The following members of the Secretariat of the United Nations accompanied the visiting mission:

Mr. Jean de la Roche	... ..	Principal Secretary
Mr. Jack Harris	... ..	Assistant Secretary
Mr. Jacques Rapoport	... ..	Secretariat
Miss Joan Brown-Farrop	... ..	"
Mr. François de Courcel	... ..	Accountant
Miss Denise Wyns	... ..	Shorthand-typist

ANNEX II  
Itinerary of the Mission

15 July 1948:

Departure from NEW YORK.

17 July 1948:

Arrival at LEOPOLDVILLE (Belgian Congo).

Conversations with the Governor-General of the Belgian Congo.

20 July 1948:

Arrival at USUMBURA (Ruanda-Urundi).

21, 22, 23 July 1948:

Conversations with the Governor of Ruanda-Urundi and the various departmental chiefs of the local administration.

Visits to the extra-customary centres at USUMBURA, the prison, harbour, schools and Catholic Mission.

Conversations with the representatives of the Asian community.

Receipt of petitions and hearing of oral presentations.

Conversations with Africans from the extra-customary centre at USUMBURA.

24 July 1948:

Visits to the agricultural centre at NYAKARARO, the commercial centre at MWARO, the experimental station at KISOZI, the hospital, schools and Catholic Mission at KIBUMBU.

Arrival at KITEGA.

25 July 1948:

Conversations with the Resident of Urundi and the Mwami of Urundi.

26 July 1948:

Visits to the coffee market and the general market at KITEGA.

Conversations with the Mwami of Urundi and many chiefs and notables of Urundi.

Visits to the prison, the mines recruiting centre and the teachers' training establishment at KITEGA.

Conversations with the Bishop of Urundi.

Conversations with European merchants at KITEGA.

27 July 1948:

Visits to the farm at KARUZI, the school and Protestant Mission (C.M.S.) at BUHIGA, the post and hospital at MUHINGA and the BUGUFI frontier.

28 July 1948:

Visits to the dispensary at BURASIRA, the post and hospital at NGOZI, the hospital and Protestant Mission (C.M.S.) at IBUYE and arrival at ASTRIDA.

/29 July 1948:

29 July 1948:

Conversations with the Resident of Ruanda and with various chiefs of the ASTRIDA area.

Visits to the hospital and the maternity home at ASTRIDA, the new quarter for advanced natives, the MINETAIN camp and the Arboretum.

Visits to the schools and the Catholic Mission at SAVE.

30 July 1948:

Conversations with the chief of the BUFUNDU Province and with a large number of Africans of the area.

Visit to the ASTRIDA Educational Group and the ASTRIDA medical laboratory.

Visit to the High Seminary at NYAKIBANDA.

31 July 1948:

Arrival at NYANZA.

Conversations with the Mwami of Ruanda.

Visit to the Co-operative Dairy-farm at NYANZA.

Visit to the experimental station at RUBONA.

Return to ASTRIDA.

1 August 1948:

Conversations with the President of the Ruanda-Urundi Protestant Alliance.

2 August 1948:

Conversations with Asian merchants at ASTRIDA.

Visits to the Catholic Mission, the schools, hospital and workshops at KABGAYI.

Conversations with the Bishop of Ruanda.

Arrival at KIGALI.

3 August 1948:

Visit to the SONUKI tin mines at RUTONGO.

Conversations with the Manager of the mine.

Return to KIGALI.

Conversation with the Mwami of Ruanda, the permanent bureau of the Mwami, the President of the Ruanda-Urundi Colonist Association and the Ruanda Resident.

4 August 1948:

Hearing of oral statements by various Africans.

Visit to the pyrethrum station at KINIGI.

Arrival at KISENYI

5 August 1948:

5 August 1948:

Conversations with the chief of the BUGOYI Province and many Africans from the KAMUZINZI sub-chiefdom.

6 August 1948:

Conversations with the Asian merchants of the area.

7 August 1948:

Visit to the UMHK mining camp at KATUMBA.

Arrival at ASTRIDA.

8 August 1948:

Visits to the school and Catholic Mission at BUKEYE.

Arrival at USUMBURA.

9-10 August 1948:

Conversations with the Governor of Ruanda-Urundi and various officials.

11 August 1948:

Departure for TANGANYIKA Territory for the visit to that Territory.

29 September 1948:

BRUSSELS - Conversations with the Minister for Colonies and officials of the Colonial Ministry.

ANNEX III

Exchange of correspondence on the remarks made by the  
Belgian representative and the representative of  
the Union of Soviet Socialist Republics in the  
Trusteeship Council on 12 July 1948

1. At the twenty-first meeting of the Trusteeship Council's third session, on 12 July 1948, Mr. Ryckmans, Belgian representative, said:

"I seriously ask the Mission which is about to visit Ruanda-Urundi to select from the fine propaganda speech just delivered by the representative of the Union of Soviet Socialist Republics some of the more vigorous passages for public reading in Ruanda-Urundi. They will be greeted with a burst of laughter which will amuse them, and which will avenge the Belgian administration for the attacks made against it here. When you are told that no political and social progress has been made, and that the situation remains exactly as it was thirty-two years ago, we reply 'Go and read these passages to the Astrida School, for example, and you will hear what the Africans think about it. Speak of it to the Europeans who have been in the country for the past thirty years or more; there are even some who have been there for fifty years and who have spent their entire lives in the service of the Africans. Go and tell them that the representative of the Union of Soviet Socialist Republics thinks that there has been no change in the country in the past thirty-two years, and then come back and tell the Trusteeship Council what the natives of Ruanda-Urundi think of such an assertion.'

"There are some excesses which are self-condemnatory. If it be said that our work is not perfect, I shall be the first to agree, but if we are accused of deliberately keeping the Africans in ignorance, in economic and social stagnation etc., and of having done nothing in the Territory for thirty-two years that, Mr. President, is simply ludicrous, it is making a mock of the Banyaruanda and the Barundi. Show the text to the Africans and bring us back their comments."

At the end of his statement he said further:

"All that I ask is that your speech be given wide publicity, and I hope that the visiting Mission will be loyal enough to see that this is done. For my part I shall request the Governor of Ruanda-Urundi to have the more impressive parts of this speech read publicly, as this will show the Africans of Ruanda-Urundi that not

/everyone shares

everyone shares their views as to the quality of the administration which protects them under the auspices of the United Nations."

At the twenty-second meeting held the same day, Mr. Tsarapkin, the representative of the Union of Soviet Socialist Republics replied:

"I accept Mr. Ryckman's proposal. I should be very pleased if the statement which I made this morning were translated into the native languages and disseminated among the native inhabitants of Ruanda-Urundi. I should welcome this step. I think it would be a very good thing. I repeat, I accept Mr. Ryckman's proposal and hope that my statement will reach the native inhabitants."

2. In the course of conversations with the Governor-General at Léopoldville and the Governor of Ruanda-Urundi at Usumbura, the visiting Mission drew the attention of these authorities to these statements and enquired into the state of the question. They were told that in the absence of instructions from Brussels, the local administrations at both Usumbura and Léopoldville did not intend to take any action.

3. On 11 August 1948 the day upon which it was to leave Ruanda-Urundi, the visiting Mission received the following letter from the Governor of Ruanda-Urundi.

"Territory of Ruanda-Urundi, Usumbura.

No. 5430/CONT. ONU

10 August 1948.

Subject: Trusteeship Council Mission 1948

I have the honour to refer to the "VERBATIM RECORD OF THE TWENTY-FIRST MEETING OF THE THIRD SESSION" (T/PV/94 of 12 July 1948). I read on page 36 of this document that Mr. Ryckmans, Belgian representative to the Trusteeship Council, expressed the wish that the visiting Mission to Ruanda-Urundi should select some of the more vigorous passages from the USSR representative's earlier statement and should read them aloud in Ruanda-Urundi. The representative of the Union of Soviet Socialist Republics, in an obviously somewhat different spirit, agreed that his words be given such publicity.

From my talks with the members of the Mission, however, I gained the impression that they considered this wide dissemination as being outside their province, and in fact, to my knowledge, the Mission gave this speech no publicity in the Territory.

I may be blamed some day in international circles for having failed to take advantage of the Mission's visit to give this diatribe the publicity it deserved. I therefore feel justified in asking you to let me know your reasons for refraining from doing so. I could

/well understand

well understand that you did not feel compelled to give a public reading of this diatribe which is rather beyond the native masses, but it might have been of some interest to read a few strongly worded extracts in the more advanced centres, if only as an experiment to see their reactions.

The Government of Ruanda-Urundi can only approve of any action aimed at informing it of public opinion, provided that, in view of public order and the emotional nature of the Africans, no propaganda is conducted among the masses, whose opinions are so changeable as to be equivalent to an absence of opinion, and provide no useful information.

I should therefore like to know the reasons which prompted this attitude on your part.

(Signed) M. SIMON

Governor of Ruanda-Urundi

To the Chairman of the Visiting Mission  
of the Trusteeship Council of the United Nations,  
USUMBURA"

4. The same day the following letter was sent to the Governor of Ruanda-Urundi.

"UNITED NATIONS VISITING MISSION TO EAST AFRICA

Usumbura, 11 August 1948

I have the honour to acknowledge receipt of your letter No. 5430/CONT.ONU of 10 August 1948.

You ask why the visiting Mission, during its tour of Ruanda-Urundi, did not inform the population of the remarks made on 12 July 1948 in the Trusteeship Council by the representative of the Union of Soviet Socialist Republics. You remind me that Mr. Ryckmans expressed the wish that the visiting Mission should make known the characteristic passages of Mr. Tsarapkin's speech so as to see their reaction on public opinion.

I should first like to point out, that the Belgian representative in the speech you refer to, not only suggested that the visiting Mission should give appropriate publicity to the USSR representative's remarks, but that he also proposed that the Belgian administration should submit them to the population for its opinion.

Moreover, I must draw your attention to the fact that the visiting Mission appointed by the Trusteeship Council, and responsible to that body, received no specific instructions on the subject. In

/these circumstances

these circumstances it was the less called upon to take any action inasmuch as the exchange of remarks between the representatives of the Union of Soviet Socialist Republics and Belgium was not sanctioned by any vote of the Council. A Mission of the Trusteeship Council could not act in accordance with **the individual** wishes of this or that member of the Council so long as it had not been made clear that these wishes represent the actual opinion of the Council as such.

Nevertheless, during the enquiry into public opinion conducted by the Mission, it did not fail to ask for information on all the essential points raised in the Trusteeship Council's discussion, including those contained in Mr. Tsarapkin's observations.

(Signed) H. LAURENTIE

Chairman of the Visiting Mission of the  
Trusteeship Council

To Governor Simon  
Governor of Ruanda-Urundi  
Usumbura  
Ruanda-Urundi"

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