

Fifth session
Item 7 of the agenda

REPORT OF THE UNITED NATIONS VISITING MISSION TO EAST AFRICA
ON TANGANYIKA

Memorandum transmitted by the Delegation of Costa Rica

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Note dated 5 July 1949 from the Costa Rican Delegation
to the Secretary-General

The Delegation of Costa Rica to the United Nations presents its compliments to His Excellency the Secretary-General of the United Nations and has the honour to enclose for the information of members of the Trusteeship Council certain comments on the Observations of the United Kingdom Government on the Report of the Visiting Mission to Tanganyika (T/333).

Although it was not possible for Mr. R. E. Woodbridge, the Costa Rican member of the Visiting Mission, to be present at the Fifth Session of the Trusteeship Council for the discussion of the report of the Visiting Mission, it is hoped that the enclosed comments will help to clarify certain matters raised by the reply of the United Kingdom Government on the report of the Visiting Mission.

INTRODUCTION

The Trusteeship Council's Visiting Mission to East Africa in 1948 was the first of the regular periodic visits to trust territories provided for under Article 87 of the United Nations Charter. The Mission was fortunate in having as its Chairman Governor Laurentie of France whose long experience in Africa and in colonial matters was of the greatest help in the work of the Visiting Mission. Mr. Chinnery of Australia had had a rich background of experience in a Pacific Trust Territory while Dr. Lin of China brought to the Mission's work a broad, humanistic approach and the keen, analytical mind of a scholar.

Inevitably, since this Mission was of a pioneer nature with no established precedent to guide it, certain problems arose to which attention has been drawn in the introduction to the report of the Mission (T/218). The period of time spent by the Mission in Tanganyika was limited by its terms of reference drawn up by the Trusteeship Council. In this connection agreement must be expressed with the view of the Administering Authority that the total time of six weeks available for the Mission's visit in Tanganyika was very short. It is to be hoped therefore that the Administering Authority will press for a much longer period in the Territory at the time of the next mission to Tanganyika.

The Mission also recorded its view that it was difficult to complete the writing of its two reports in the few weeks available to it in accordance with the date set by its terms of reference. On page 6 of document T/218, the Mission expressed its regret that "owing to hasty drafting this Report may have certain overlappings and inaccuracies in detail". It may be stated at once that some inaccuracies did creep in and for these regret may be once more expressed. A close study of the Observations of the United Kingdom Government on the Mission's report (T/333) reveal, however, that these inaccuracies were comparatively few and minor in nature.

The major part of the Administering Authority's observations has to do with the addition of detail and of new information made available subsequent to the departure of the Mission from the Territory. This type of observation does not constitute a criticism of the report and the new information is welcome. It may be observed further that some of the Administering Authority's observations may be said to constitute a form of polemic which invite a reply of the same nature: however, since little may be gained by this type of counter-observation, it is to be hoped that the present paper has succeeded in avoiding such discussion. A third type of observation refers to "minor points for correction or clarification". No comment on such points would be necessary except perhaps for the apparent

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inference that the Mission may have been careless in drawing up its report. Closer examination of such "minor points", however, usually reveals a somewhat different situation.^{1/}

Finally, several of the Administering Authority's observations appear to merit comment in order that the Trusteeship Council may have a wider frame of reference in which to consider the report of the Mission. Since the Costa Rican member of the Mission is unable to appear before the Council to present his comments, this paper is submitted in the hope that it will facilitate the consideration by the Council of the Visiting Mission Report.

1/ Three examples occurring in the first few pages of document T/333 may be cited. (1) On page 6 reference is made to the incorrect nature of the Mission's statement that in the Kilimanjaro region "many European settlers have found a temperate climate". The administering authority for purposes of its argument has narrowly interpreted the phrase "Kilimanjaro region" to refer only to the Moshi district. Actually the Mission employed this phrase in a fairly common wider sense to include the Arusha district as well, as it clearly indicated on page 88 of its report. It may be added that Lord Hailey also used the phrase "neighbourhood of Kilimanjaro" to include this wider area in the House of Lords debate on the Mission Report on 11 May 1949. The total number of Europeans in the Moshi and Arusha districts therefore would appear to justify the Mission's use of the word "many" since the total European population of all Tanganyika was only 6,503 according to the latest available data (1947).

(2) and (3) In respect to the "minor points which call for correction or clarification" referred to on page 10 of document T/333, the information recorded by the Mission in its report on pages 29-30 was checked with the last available Administering Authority's Annual Report (1947) in which it is stated:

(a) The tax rebate varies "from 25 per cent, to 40 per cent".

(b) "The only exception (to tax rebate) is the Moshi District..."

It is assumed therefore that the "corrections or clarifications" of the Administering Authority refer to very recent developments.

CHAPTER I - POLITICAL ADVANCEMENT

C. Native administration

The Administering Authority on pages 10-11 of document T/333, seems to attach less importance than did the Mission to the request in the petition of the Shinyanga Township Africans that the "Native Authority be given more power to run its own affairs..." on the grounds that since most of the petitioners are government servants living in a township not within the jurisdiction of a Native Authority, they are not qualified to speak on this point. This inferred interpretation appears to be somewhat arbitrary.

D. Observations and conclusions

Paragraph 2

The Administering Authority on page 12 of T/333 suggests that if the Mission had visited more Native Authorities or had spent more time with those visited, the statements made concerning their political weakness and slight advance toward modern political responsibility would not have been made. Undoubtedly there are Native Authorities other than the two mentioned by the Mission that are politically progressive and, certainly, the Administering Authority must also recognize that there are many others that are politically weak. It may be noted that visits were paid to the two Native Authorities which the Administering Authority itself has described as "perhaps the most important and most responsible African bodies in the Territory". However, since the Mission explicitly confined its observations to the Native Authorities actually visited, it is difficult to understand the basis of the Administering Authority's statement that other progressive Native Authorities "would certainly not accept the Mission's estimate of their grave political weakness". The Mission did not comment on those Native Authorities it did not visit.

Although the Mission appreciated the heterogeneity of the Territory's peoples and conditions and recorded its view that "plans can only be made safely, step-by-step and area-by-area", it strongly felt that (a) political development could be hastened, and (b) that the apparent lack of a general plan to chart the road to self-government "cannot but have an adverse effect on the rate of progress toward the goal of self-government, or independence".

This was the unanimous view of the Mission. The cautious policy of the Administering Authority was well known; in this case the Mission felt not only that it was over-cautious but unnecessarily amorphous.

A word may be said about the implication in the statement of the Administering Authority on page 12 that the Mission's views might have been different had it not revised the itinerary prepared for it by the Tanganyika

government "to meet their (the Mission's) request to make it less strenuous..." A glance at the itinerary on pages 192-197 of the Mission Report will show that it was packed with meetings and visits and was, indeed, strenuous. What did occur in fact was that upon the Mission's arrival in Tanganyika, after three busy and exhausting weeks in Ruanda-Urundi, it was presented with a proposed itinerary which, although it provided for traveling greater distances than were later covered by the Mission, was also more rigid and allowed for less time to be spent in important centres like Dar es Salaam and the Northern Province. Furthermore, this proposed itinerary made few allowances for hearing petitioners and for individual interviews which, from its experience in Ruanda-Urundi, the Mission rightly anticipated. The experience of the next six weeks fully confirmed the wisdom of the Mission's judgment.

Paragraph 3

The Mission's concern at the possible dangers of tribal separatism arising from the development of isolated larger bodies such as federations and amalgamations was strongly felt by all members of the Mission. Although it was appreciated that disconnected tribal units must be welded together into larger units, it was considered that the establishment of a series of councils ranging from district, through provincial, councils to a territorial council, would serve to bring together representatives of all units for their co-operation in matters of common concern. It was felt that such co-operation at an early stage of development would combat the dangers implicit in the separatist character of large groups now evident in other areas.

In stressing this point, the Mission suggested the establishment of an African Territorial Council "on which representative Africans could co-operate and exchange views on all matters affecting their own welfare and the progress of the Territory". No clear argument against the establishment of such a Council appears to emerge from the Administering Authority's discussion, except perhaps an implication that the composition of such a Council would be too limited if it contained only African representatives. The Mission's immediate concern was with the provision of a vehicle for African unity, co-operation and opinion on a territorial basis; the non-African groups now appear to have such methods of expression and co-operation. But certainly a proposal to establish a Territorial Council representing in proportional strength all elements of the entire population would be welcome.

Paragraph 4

There is no disagreement with the statement, on page 16, that the Tanganyika administration carefully selected the present African members of the Legislative Council. They are apparently very good men. It is to be noted, however, that the Administering Authority does not contest the Mission's view that the present African members are not truly representative and responsive to the needs and wishes of the peoples of the Territory.

The Mission felt that the basis and method of selection of African representation therefore might be broadened. This, it considered, could be accomplished by an electoral system, initially by means of an indirect electoral method through the African representatives on the proposed Provincial Councils. An elaboration of this idea is contained in the Administering Authority's present document except that the introduction of such an electoral system appears to be relegated to some far distant future. It was the Mission's feeling that some form of electoral system should soon be adopted, as soon as the Provincial Councils were established, and that with a growing political awareness a more direct form could be later introduced.

From the Administering Authority's statement on pages 16-17, it appears that there may be grave objections to the Mission's suggestion that Kiswahili might be adopted as a second language of the Legislative Council. If the adoption of this language would not meet with the approval of Africans, as seems to be implied, and if it would actually impede the work of all members of the Legislative Council, it must be agreed that no good purpose would be served by its adoption. It may nevertheless be noted in passing that Kiswahili is the lingua franca of the Territory, and that for the four-year course of primary schooling (Standards I to IV) Kiswahili is the language of instruction.

Paragraph 5

It is to be hoped that the Administering Authority's constant review of the question of direct African representation on the Executive Council will soon result in the appointment of African members, as suggested by the Mission.

Paragraph 11

One must question whether this statement of the Administering Authority (pages 18-19) is sufficiently forward-looking, and whether it reflects a policy which provides for the desirable acceleration of the political development of the inhabitants of Tanganyika toward self-government or independence. Since it expresses satisfaction with the present methods and plan of administration and with the present very slow pace of development, it would appear to reinforce the view of the Mission that, under existing conditions, the overwhelming majority of the Africans will not be capable for some considerable time to come of assuming full political responsibility.

CHAPTER II - INTER-TERRITORIAL ORGANIZATION

C. It is regrettable that the members of the Mission may have "misheard or misunderstood" the statement of the Secretary of State on the opinion of Africans concerning the future status of Tanganyika.

It is regrettable also that the following statement may have been "misheard or misunderstood": "His Majesty's Government would make no more changes in the present system of Inter-Territorial Organization without full consultation with, and the consent of, the African inhabitants of the Territory" (page 21). It is to be noted, however, that the Trusteeship Council now has a clear statement that only Parts III and IV of The Order in Council are to be reviewed de novo before the expiration of the four-year period. It is equally important for the Trusteeship Council to know that, although consultations with the African inhabitants has thus been promised, no assurance can be given by the Administering Authority that the decision to be taken on these proposals when framed will depend "upon obtaining the consent thereto to the African inhabitants of the Territory, of whom the the overwhelming majority are as yet incapable of forming any informed opinion on the questions in issue" (page 22).

The Administering Authority appears to attach less importance than the Mission did to the reason given by the African members of the Legislative Council for their abstention from voting on the motion for the acceptance of Colonial 210. The African members had requested in the Legislative Council that consideration of the matter be postponed as neither the African Association nor the majority of the Africans had had time to study the proposals. It was pointed out that the Kiswahili text had been received only on the previous day. Nevertheless, the request for postponement was denied by the Chief Secretary, and the vote was taken on the following day. The argument advanced by the Administering Authority that publicity had been given to Colonial 191 for more than a year should be considered in the light of the fact that Colonial 210 was a new proposal which deserved widespread consideration. Although the statement is made (on page 22) that "The English version of Colonial 210 had immediately on its receipt been given widespread and intensive publicity", no indication is given as to the manner, extent or duration of this publicity among the African inhabitants, except that it had been discussed at a joint meeting of African Associations "some days" before the meeting of the Legislative Council. In view of the explicit statement of the African representative on the Legislative Council that neither the African Association nor the majority of the Africans had had time to study the proposals nor for their opinions to be sounded, the assertion of the Administering Authority is difficult to understand.

/Since

Since the Kiswahili text of Colonial 210 was made available only two days before the vote in the Legislative Council, the statement that the African Association requested copies of the English text seems to have little point as there was no time in any case to discuss the proposals with their organizations throughout the Territory.

The Administering Authority remarks (on page 23) that it is not clear what the African Association meant by its statement that "it is a well-known fact that the inhabitants are given to understand that there is a potential amalgamation of these three territories". The implication of the statement seems quite clear from the context and from the prevailing sentiment of articulate Africans as expressed to the Mission, i.e., the inhabitants feared an amalgamation of the three territories (Kenya, Uganda and Tanganyika).

On the other hand, the Administering Authority's statement on page 23 that it is a "well-known fact" that "it has been made abundantly clear to the inhabitants of the Territory that no steps are contemplated which would have the effect of extinguishing Tanganyika's present status as a Trust Territory" is surprising in view of the evidence presented by the Mission of "an almost unanimous opposition to and an acute apprehension about the Inter-Territorial Organization on the part of articulate sections of the African...inhabitants of the Territory with whom the matter was discussed". It may be noted further that the Mission and the Trusteeship Council have been concerned also as to the status of Tanganyika under the inter-territorial organization and, indeed, the General Assembly has adopted a resolution requesting the Trusteeship Council to look into this very point.

Exception must be taken to the Administering Authority's implication that the mission colour of its reporting by not giving the discussion at Tabora on inter-territorial organization the same space or treatment as other African views on this subject. All statements and discussions were presented as fully and at such length as their clear presentation warranted. It may be remarked that no representative of the Administering Authority was present when representatives of African Groups, other than at Tabora, expressed their views on inter-territorial organization to the Mission. The implication must also be rejected that only the Tabora group was "a particularly representative and responsible body" and that therefore the statements of Chief Abdiel Shangali of the Chagga Council and the African Association to the Mission on this subject could not be considered as representative or responsible.

/D. Observations

D. Observations and conclusions

Paragraph 1

The technical implications in the argument of this paragraph have been the concern of the Trusteeship Council and the General Assembly. The definition of what constitutes a political union can only be accepted as an opinion of the Administering Authority and not as a universally admitted definition.

Paragraph 2 (b)

Nothing in this statement appears to diminish the observation that "economic union cannot go hand in hand with political and administrative separation" made by the Central Development Committee in 1940. Nor is there any reply to the Committee's observation that the existence of customs agreements with Kenya and Uganda "had seriously undermined Tanganyika enterprise and Tanganyika revenue and that without these agreements Tanganyika could be a flourishing country".

Paragraph 4

The Administering Authority states on page 28 that it cannot accept the observations of the Mission that there is "unanimous opposition" or "acute apprehension" about the Inter-Territorial Organization on the part of articulate sections of the African and Asian inhabitants with whom the matter was discussed. It may be noted, however, that in a preceding paragraph at the foot of page 23 the Administering Authority referred to the Tabora group's "opposition to political union with Kenya" as a view "commonly held and expressed". In the present paragraph the Administering Authority states that it is understandable that the Mission reached its opinion after speaking with a few of the more articulate sections of the population. It is necessary to point out, however, that the apprehensions of these sections of the population, as expressed officially by the African Association and the Indian Association, reflect the opinion of most of the articulate members of the two largest communities in Tanganyika. It is not easy to understand why their views are dismissed by the Administering Authority as being "without foundation".

Paragraphs (a), (b), (c), (d), and (e) are in the nature of pronouncements by the Administering Authority, presented as comments on the reasons for opposition to the Organization as summarized by the Mission. The substance of these statements is well-known to the Trusteeship Council and to the General Assembly. It is now one of the tasks of the Council, at the request of the Assembly, to examine all aspects of the Inter-Territorial Organization; and it may be expected that this examination will help to determine the extent to which such opposition is based on realistic foundations, and the extent to which the Administering Authority's statements reflect the actual situation.

The substance of the final paragraph in this section has been commented upon already.

CHAPTER III - ECONOMIC ADVANCEMENT

A. Agriculture

The Administering Authority notes that conditions of soil erosion in the Territory "are not as serious as might appear from the Mission's brief summary of the position given in the second paragraph on page 71 (of the Mission's report)". It is re-assuring to have this statement. It may be said, however, that the estimate of this situation given by the Administering Authority in another connection appears even more serious than that stated by the Mission. On page 14 of the "Ten Year Development and Welfare Plan for Tanganyika Territory" (Dar Es Salaam, 1946), it is stated:

"Nearly two-thirds of the Territory is closed to cultivation owing to the presence of tsetse-infested bush. The result is over-cultivation in the remaining areas with consequent soil deterioration and annually diminishing returns. On numerous occasions in the past economic depressions, arising out of circumstances beyond the Territory's control, or the need for maximum production for war purposes, have led to the soil being worked to an extent which has materially weakened its productive capacity; and there are signs over practically the whole of these areas of dessication, erosion, destruction of forest and the general impoverishment of the soil. Evidence is accumulating on all sides to indicate that a continuance of the present practice of land exploitation will lead to conditions which spell disaster."

B. Lands

In the first paragraph on page 33 the Administering Authority attributes to the Mission a statement that "4,487,772 acres are under indigenous cultivation". It should be noted that neither this nor any similar figure relating to the area exclusively under cultivation by indigenous inhabitants appears in the report of the Mission. The Mission observed in its introductory remarks on the subject of land on page 82 of its report that "no statistics were available to compare the proportion of land cultivated by non-natives to that cultivated by natives".

The Mission did note, however, that "in 1947 a total area of only some 6,334,000 acres was under cultivation by both indigenous and non-indigenous inhabitants", and it also noted that "land alienated to non-natives in Tanganyika amounts to 1,846,278 acres". There appears to be no question concerning these figures. The additional information concerning land utilization in the territory and the total area of cultivable land available to the indigenous inhabitants is to be welcomed.

/It is interesting

It is interesting to note in passing that although the Administering Authority does not seem willing to attach much weight to the statements of such African groups as the African Association and the Sukumaland Chiefs, it offers no comment on the views emanating from the Northern Province Secretariat Bureau, which represents the non-official European community of the Northern Province. It may be recalled that a member of this group of Europeans summed up its arguments in favour of land alienation by saying "Nothing, I repeat, nothing will stop Europeans from coming to a place like Tanganyika. When the Europeans become sufficiently powerful, they will rule this country. That is the history of all colonies; it must also happen here."

C. Mines

No extended comment seems necessary. Mining development constitutes the greatest potential source of revenue for Tanganyika. It may safely be assumed that both the Trusteeship Council and the Administering Authority will watch this development with the greatest interest in order to ensure that an adequate return is made to the territorial budget and that the interests of the native inhabitants are paramount.

It may be noted in passing that the Administering Authority tends to discount the statements on mining made by the African Association of Arusha for the reason that there are no mining operations in the Arusha area. It is difficult to admit that the African Association should not be credited with knowledge of conditions in any other part of the Territory.

F. Observations and conclusions

Paragraph 1 Agriculture

The Administering Authority's estimate that in two or three years the very large number of vacancies still existing in the agricultural, veterinary and other professional departments will be filled is encouraging. With an augmented staff and more comprehensive plans, it may be possible to combat effectively the conditions which keep at a low level the peasant agricultural life of the Territory; the Mission felt that only a small start had been made in this task and that the work now proceeding was adequate neither in degree nor scope to meet the pressing needs of the situation.

It is interesting to note that the Administering Authority does not accept the statement that during the period of the mandate the Territory was on a "care and maintenance basis". This statement, made to the Mission by high officials in the Tanganyika Government, was accepted as a factor in explaining the relatively small degree of development which had occurred in the fields of agriculture, land
/reclamation,

reclamation, reforestation, anti-erosion measures, etc., as well as in medical and health measures. The Mission reported that marked advances in these fields had been made by the Belgian Government in Ruanda-Urundi (T/217); the contrast with conditions in Tanganyika was striking, although this contrast was not explicitly drawn in the Mission's report. The statement as to the "care and maintenance" character of the Tanganyika administration during the mandate years, therefore, was taken at its face value, as having acted as a brake on development, with the result that there were arrears to be made up. It may be noted also that in the debate on the Mission's report in the House of Lords on 11 May, Lord Faringdon stated:

"The Commission (Visiting Mission) also recognizes that previous to the war and, indeed, in the inter-war years, this particular Trust Territory was, as they themselves express it, on a 'care and maintenance basis'. That is a phrase which I, when I was in the Territory, frequently had employed to me by members of the Administration, and it appears to have been used to the Commission."

Paragraph 2 Lands

It might be noted first that the Administering Authority (on page 39) attributes to the Visiting Mission the suggestion that alienated land other than ex-enemy estates should also be made available for African occupation. The Mission has nowhere made this suggestion; its remarks in this connection, are restricted to certain mission lands and all ex-German estates. Let it at once be made clear that the Mission never suggested that any non-Native settler in Tanganyika should be dispossessed and his lands expropriated. The contribution of the non-Native to the development of Tanganyika is known and recognized. It may be reiterated that the Mission confined its conclusions on land alienation to three points;

- (1) Certain mission lands not now directly required for use by the Missions should be returned to the Africans. The Administering Authority has recognized this principle and has stated, on page 41, that nearly 2,000 acres of such land are to be made available for tribal occupation.
- (2) The alienation of land to European (and, it may be added, other non-Native) colonizers should be kept "at the barest minimum consistent with the development of the Territory and the present and long-range needs and interests of the African inhabitants".

The Administering Authority itself has declared a similar policy
/which the Mission

which the Mission quotes on pages 83 and 84 of its report:
"...the needs of the African inhabitants of Tanganyika must have priority and land should not be allocated for non-Native settlement, whether from the enemy estates or other areas, unless it can be shown that the land in question is not required for native occupation and is not likely to be required in the foreseeable future..." In the present document, on page 38, the Administering Authority has repeated this policy statement.

- (3) "As a general policy, all ex-German estates should come under African ownership preferably on a co-operative basis." (Mission's report, page 103).

The Administering Authority has observed that it is not possible at present to accept this view. The following appear to be the main reasons given by the Administering Authority:

- (a) "...non-indigenous agricultural production must be maintained and expanded as far as this can be done without prejudice to the land requirements of the indigenous population" (page 39) in order that Tanganyika might "meet the cost of its social and other services from its own revenues and be economically independent". (page 38).
- (b) Non-indigenous agriculture must continue to make this contribution for many years to come. "...certain of the most valuable export crops, such as sisal and tea, can at present be successfully cultivated only under experienced non-African management". (page 38). The view is expressed that many ex-enemy estates are highly developed with elaborate and costly equipment (page 40). It is stated that "speaking generally, the productive capacity of the African peasant is at present far greater when in paid employment than when left to cultivate for himself as an individual farmer". (page 38).
- (c) The Administering Authority feels that the recommendation regarding co-operative ownership is not at this stage a practical proposition and various reasons are given to support its views. In reply to the Mission's suggestions that where Africans are not immediately capable of operating such estates at the present level of productivity, schemes should be considered whereby the estates would be managed by non-Africans until Africans are trained to assume full management, the Administering Authority states that without sufficient managerial authority productivity /would drop.

would drop. "On the other hand, if the manager is given the necessary overriding authority in the running of the estate the position would in effect be much the same as it is at present, with non-Africans leasing the estates until such time as Africans are capable of taking them over." (page 43)

After careful consideration of these and other observations of the Administering Authority, it is impossible to admit that the Mission's view that all ex-German estates should come under African ownership should be revised.

This view is in fact strengthened by the results of the census of 1948. The present figure of approximately 7,000,000 native population exceeds the 1946 estimate by over 1,400,000 persons. This would seem to indicate that a rapid rate of population growth, which has already been noted in certain districts by the Administering Authority, is more prevalent than had been believed. It is not necessary to stress the significance of this rapid increase of population in relation to the land needs of the indigenous inhabitants.

In its approach to the question of land the Mission assumed that agricultural development is necessary for the attainment of reasonable living standards on the part of the African population. The Mission expressed the opinion that this can best be achieved by raising the standards of indigenous farming and by increasing the African's share in the responsibility of ownership and management. It is difficult to share the view of the Administering Authority that this is feasible only in the distant future and that for the present initiative and capital must be largely non-African, with the African participating as a mere wage-earner.

In the statements of the Administering Authority on land policy, one must note a striking difference between its policies in Tanganyika on the one hand and the Cameroons on the other. Faced in the Cameroons with a similar problem of disposing of developed ex-enemy estates, the Government has purchased such estates for the use and common benefit of the inhabitants of the Cameroons. In order to maintain the productivity of these estates the Governor has leased these lands to the Cameroons Development Corporation, which will operate the plantations and apply the profits for the benefit of the inhabitants of the Territory. It proposes eventually to turn them over entirely to the inhabitants, probably as a co-operative enterprise.

The approach suggested by the Mission envisages a great improvement in the economic development and productivity of Africans in Tanganyika.

/The majority

The majority of ex-German properties are desirably located for this purpose, since they lie principally within regions of expanding population whose inhabitants, furthermore, - as in the case of the Chagga - have proved to be receptive to concepts of European technology and economic organization. The improvements already effected on these properties should serve to accelerate the development of African agriculture.

The transitional period of European supervision, as suggested by the Mission, would enable the productivity of these estates to be maintained. The Mission expressed its appreciation of the need to avoid any sharp productive decline which, understandably, would occur if the estates, reverted to African ownership, were to be cultivated in the traditional manner. During this interim period, under skilled management, the indigenous worker would maintain, if not improve, his productive capacity, and he would be provided with the opportunity to acquire the experience requisite for the eventual sharing of co-operative managerial responsibility.

Paragraph 4 Finance and trade

It is gratifying to note that the Administering Authority has removed the ten per cent surcharge on imported cotton piece goods.

It may be noted that the Administering Authority "is confident that neither the Industrial Licensing Ordinance nor the customs union will hinder sound economic development". It was natural for the Mission to have been concerned about this; and it may be mentioned that the Trusteeship Council's Committee on Administrative Unions has also devoted attention to the implications.

CHAPTER IV - GROUNDNUT SCHEME

D. Observations and conclusions

Paragraph 2

The Administering Authority reiterates its position (page 49) that "no question of handing over the enterprise (to the inhabitants) can be seriously considered until its economic success has been proved and established". The Mission felt, however, that because of the vast and complex nature of a scheme so alien to the experience of Tanganyikan Africans, the Administering Authority might now formulate a general plan under which it intends to train the indigenous inhabitants to assume management and control of so complicated a technological, financial and managerial enterprise.

Paragraph 3

The assurance of the Administering Authority on page 50 that "there is no question of the Overseas Food Corporation selling its produce to the Ministry of Food at cost", is welcome. It is understandable that the Mission felt some concern on this point since the first White Paper on the Groundnut Scheme (Cmd.7030) stated that the Scheme "would mean a saving in Britain's food bill of over £10,000,000 per annum". It was therefore reasonable that the Mission should wish to know whether this saving would be effected at the expense of Tanganyika's budget.

Paragraph 4

Reference is made on page 50 to the increase in wage rates to bring them into conformity with the recommendations of the Salaries Revision Commission in regard to Government employees. It is assumed that the next annual report will state the extent of this increase and whether it will apply to the large group of unskilled labourers.

It is not clear why, as stated on page 51, "a settled community and a more permanent labour force must obviously be built up before model villages on the lines envisaged can be established". Would it not be as correct to say that model villages would aid in the establishment of a settled community and a more permanent labour force?

CHAPTER V - SOCIAL ADVANCEMENT

A. Labour

Paragraph 1 General

The Mission did not confine its statement on training facilities for labour in established industries to mining concerns. However, there appears to be no dispute with the more important statement taken from an official report that "very few facilities for training skilled and professional workers are afforded by established industries".

The additional statistics and other information released after the Mission wrote its report are, of course, to be welcome, and cannot be said to constitute any criticism of the Mission's report.

Paragraph 3 Wages and hours

The Administering Authority's comments under this section do not appear to constitute a criticism of the Mission's report. They express dissatisfaction rather with the manner in which critics have used these figures to attack the low wage rates prevailing in the Territory. As the Administering Authority notes, furthermore, the rates quoted by the Mission are, with one exception, taken from the Annual Report for 1947.

Paragraph 4 Recruitment of labour

Although the Administering Authority may properly contest the accuracy of the statement made by the African Association of Arusha (pages 55-56), the fact that the recruiting situation was seen in this light by an important section of the small number of articulate Africans justifies its appearance in the Report. Since the Mission could not assess its worth, the statement was quoted without comment. The fact that the speakers were clerks and "others engaged in non-manual work" does not a priori make these statements worthless, as the Administering Authority seems to imply. In a territory with inadequate educational facilities, with very few secondary schools and practically no higher education, it is the "clerks and other non-manual workers" who in fact form the articulate members of the vast mass of inhabitants.

Paragraph 10

It is of some interest that penal sanctions for the use of abusive and insulting language **to an employer by an employee have been withdrawn** from the Masters and Servants Ordinance. It may be asked, however, whether in fact this alters the actual situation, since the penal sanction for this action appears to have been simply shifted from the Masters and Servants Ordinance to Section 89 of the Penal Code.

Paragraph 14 Statements by Africans on labour conditions

In referring to statements by Africans on labour conditions, the Administering Authority states, on page 58, that "Due allowance must be made for their origin but some of the statements quoted by the Mission show a singular lack of knowledge of the position". However, the Administering Authority then proceeds to acknowledge the justification of two major problems stressed by the Africans: the lack of facilities for the families of married workers, and the desirability of building up a cadre of African Labour Inspectors.

Two other points are referred to by Africans: (1) inadequate housing and (2) insufficient and nutritionally deficient food rations. The Administering Authority dismisses these statements by saying that "standards of housing and feeding are laid down by law and are enforced by the Labour Department through its inspectorate and technical staff". This latter statement is certainly true. However, with regard to housing for labour the Mission itself commented on unsatisfactory conditions in two instances. It must be added that action has been or is being taken in respect to both cases cited by the Mission but, under the circumstances, it may be realized that the statement of the Africans was not groundless.

With regard to nutrition, the African statement cannot be dismissed as a case of ignorance. Although the daily ration scale of 3,500 calories laid down by law may be considered as sufficient in the light of present knowledge, some adjustments in the ration scale were necessary during the period of food shortages during the war (as observed by the Mission on page 124 of its report). Furthermore, the largest employers of labour in Tanganyika, the Tanganyika Sisal Growers' Association, stated (in the report of their Executive Committee in March, 1949) that while food supplies for their labour force have not caused as much anxiety as in previous years, the position is still serious. The strenuous efforts of the Administration to ease this situation and to see that adequate rations are provided are known and are to be commended.

It may be observed further that factors other than calorific or nutritional value are important in labour rations. The importance of bulk appears to be recognized by the Administering Authority. Another factor is indicated by the "African Labour Efficiency Survey", which the Administering Authority has quoted in another connection. This survey indicates that even where calorie intake is sufficient, the number and arrangement of meals per day for labourers is a factor in malnutrition. Dr. Trowell, the medical expert in the Survey, recorded his view that "The inability of the African to obtain meals when natural hunger occurs

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is a serious factor in his inefficiency".

Paragraph 15 Labour utilization and rationalization

It is of interest to note that the Bill mentioned by the Mission has since been enacted as the Labour Supply Corporation Ordinance, and in re-drafted form. The "significant changes", it is hoped, will have removed those parts of the original bill which aroused the apprehension of the Mission. Further comment will have to await a detailed reading of the Ordinance.

Paragraph 16 Survey by Mission

(b) Sisal labour

To avoid any misunderstanding, it must be clearly stated that the Government of Tanganyika did not at any time attempt to conceal information or to guide the Mission only to places where conditions were favourable. On the contrary, the Administration was scrupulously fair and co-operative. This has been acknowledged in the introduction to the Report of the Mission. A somewhat different atmosphere was felt, however, on the visit to the sisal plantations. Although government officials accompanied the Mission on that day, the members of the Mission clearly were given to understand that the entire programme for that day was in the hands of the Sisal Growers Association. It appears now that the Mission obtained an erroneous impression. The fact remains that only four estates were scheduled to be visited and that conditions in these places "appeared favourable" -- a fact which the Mission recorded. At each of these estates the Mission, as was natural, was known to be coming and was courteously shown about. The fifth labour camp had not been originally included in the day's itinerary. It was added at the end of the afternoon on the welcome suggestion of the Government Labour Officer. Conditions there were very poor. The fact that it was a contractor's temporary camp did not justify such conditions, of which the Administration was keenly aware; now, very properly, the camp has been burnt down. That this camp was not perhaps an isolated instance of poor labour conditions may be indicated by the statement of Lord Faringdon in the debate on the Mission's Report in the House of Lords on 11 May 1949: "I, myself, saw the labour conditions on sisal estates and some of them were worse than deplorable; they were scandalous."

It was regrettable that the Mission could not ascertain whether the welfare scheme had been continued through 1948. The Administering Authority is to be commended for continuing the scheme in the face of strong opposition from the Sisal Growers' Association, as noted again in their annual report of March 1949. This opposition of the sisal growers was the central point of this paragraph; no criticism of the Administration was

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intended.

(c) Tanganyika Tea Company, Limited

The information recorded under this heading was obtained, by the Member of the Mission who visited this area, solely from memoranda given to him by government officials. These memoranda presumably are the "other sources" referred to by the Administering Authority. The records and documents of the Mission include these memoranda which contain all the statements which the Administering Authority now questions.

B. Medical and health services

Paragraph 1 General

It may be noted with some concern that the Territory's medical and health programme continues to suffer because of the continuing shortage of staff. In view of the overwhelming need for nurses, medical officers and health inspectors, it is to be hoped that the Administering Authority will press forward vigorously with its policy of recruiting qualified staff from every possible source and that reference may be made in this respect to the WHO and the IRO.

Paragraph 2 Hospital and clinical facilities

Any improvement in this general situation is to be welcomed. As the Administering Authority points out, however, little real information may be obtained from the statistics quoted on page 63 as compared with those for 1947, since a number of medical stations have been shifted from one column of figures to another.

Paragraph 3 Facilities for medical training

It is to be hoped that the two African assistant medical officers now in the United Kingdom for further studies will be the first of many to pursue advanced medical training. No mention is made, however, as to whether such studies will enable these two men to become registered medical practitioners.

C. Standard of living

It is appreciated that the Administering Authority is fully alive to the value of such surveys and statistics. While the Mission in no way implied that efforts to bring about a general improvement in the standard of living should await such studies, its observations that information of this nature is "basic to the formulation of fair and realistic policies relating to African life" must be sustained.

F. Observations and conclusions

Paragraph 1 Labour

It is satisfying to note that the Administering Authority agrees generally with the views of the Mission regarding the nature of the problems to be faced in establishing a stable, efficient and skilled labour force. The

/Administering

Administering Authority also is largely in agreement with the Mission in its enumeration of the major factors affecting efficiency, although it states that it holds somewhat different views as to their relative degree of importance. However, both the Mission and the Administering Authority agree on two primary factors: the necessity of raising health and educational standards.

As regards improvement in working conditions, it is to be expected that the Administering Authority would find this to be a "most desirable objective". Confidence may be expressed that the Administering Authority will continue its efforts in the same manner which has evoked generous praise from the Mission.

It is also of some gratification to note that the Administering Authority recognizes the desirability of raising the wage level which, it must be remarked, is very low. In this connection, however, it would be desirable to have a fuller explanation of the statement that the Tanganyika Government will keep constantly under review "the question of the adequacy of wage rates in relation to the cost of living". Cost of living figures for selected items exist only for Dar Es Salaam and Tanga. It was precisely because of the lack of definite information on African income, expenditure, family budgets and similar data in the rest of the Territory that the Mission, in another connection, urged that such studies be undertaken for the formulation of fair and realistic wage and other policies.

The Administering Authority appears to be mistaken when it states (page 67) that the Mission argued that "a general increase in wages is the chief consideration in raising the standard of efficiency of African labour". The Mission enumerated the factors of lack of education and low standard of health before referring to the low wage level, which it recognized as "one of the most important factors". The Mission went on to state that it felt that Africans were at present underpaid; and, as has already been noted, the Administering Authority itself has acknowledged the desirability of raising the present wage level. The Mission further argued "that a rise in the wage level might help to induce employers to make the necessary effort to provide training and otherwise to transform the present type of labourer into a skilled, efficient, healthy and stable worker". This point in the Mission's argument seems to have been overlooked. The Mission did not claim that a general increase in wages would be a panacea for the problems of African labour, as seems to be inferred by the Administering Authority. The examples quoted by the Mission of labour at the

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Williamson Mine and of skilled workers on the Groundnut Scheme were intended as examples of employers who maintained an adequate labour force while at the same time offering good labour conditions. Such examples were meant to show that the argument that a rise in wages would induce Africans to leave their jobs earlier than they would if their wages were lower, was not altogether convincing. It may be remarked that the "African Labour Efficiency Survey" which the Administering Authority quotes elsewhere, found in its East African study indications to the contrary -- that in fact the factor of low wages contributed to labour instability: "The degree of labour turnover is found to be great and is largely among the wage-grade of unskilled labour. While no material is available to connect this turnover with low wages, observation in Nairobi among the locations and world-wide experience justify the assumption that some of it is due to dissatisfaction with wages."

In the quotation from the "African Labour Efficiency Survey" cited with approval by the Administering Authority (on pages 68-69), the comment of the authors of this survey may be seen in fuller perspective when two sentences omitted in the Administering Authority's reference are included. These sentences read "nevertheless, the picture shows that most Africans in employment work systematically and well. In their occupations they show a capacity for training and have acquired a satisfactory degree of skill."

It is gratifying to learn that the Administering Authority is introducing into Tanganyika the "Training Within Industry for Supervisors" scheme in its efforts to increase and improve the training facilities available. Details of the progress of this scheme and other types of on-the-job training will be welcomed.

It is to be hoped that Africans will soon be appointed to the Labour Board, and it is of interest to note that the Administering Authority is at present taking steps to appoint at least one African.

The active interest of the Administering Authority in respect to minimum wages and maximum hours is appreciated. Details of the results of such consideration will be awaited with interest.

Comment has been made previously on the withdrawal of one of the two reservations to the application of the Penal Sanctions (Indigenous Workers) Convention. It is a matter of some regret that the Administering Authority feels that it is advisable and justifiable to retain the reservation concerned with desertion. Although the Administering Authority states that desertion involves considerable expense to the employer, which justifies the temporary continuance of the penalty of imprisonment for this breach of

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contract, it is doubtful whether this type of labour legislation can meet with general approval.

It has been remarked that the revised version of the Labour Supply and Utilization Bill which has been enacted as the Labour Supply Corporation Ordinance will be examined with interest. It is to be noted that the Administering Authority feels that the rights of labour are not threatened and that the operation of the law, if and when it becomes effective, will be closely watched by the Administering Authority and the Government of the Territory.

The enactment of legislation on workmen's compensation is to be welcomed. The Mission, understandably, was concerned that provisions regarding compulsory insurance would not come into force until a later date, to be decided in consultation with the Kenya Government, and that the Kenya Government did not intend to introduce this clause "for some considerable time". It is reassuring to have the statement of the Administering Authority that action by Tanganyika will not be dependent on similar action being taken by Kenya.

Paragraph 2 Medical and health services

The inadequate state of medical and health facilities in Tanganyika is by now well known. It is to be regretted that the Administering Authority finds that "it is not financially practicable to undertake at the present time any further expansion than is proposed in the Ten Year Development Plan". Appreciation may be expressed, however, of the recent increase in budgetary appropriations. Unfortunately, these are still far from adequate for the needs of the Territory. Agreement must be expressed with the statement that expansion of these services cannot be secured by mere financial provision; the difficulties of the Administering Authority in recruiting medical officers and other qualified personnel have been clearly stated to the Trusteeship Council, not only in relation to Tanganyika but for other Trust Territories under British administration as well. In this connection, it may be repeated that the Administering Authority may wish to investigate carefully other possible sources of such personnel, including consultation with the International Refugee Organization and World Health Organization.

It is interesting to note the Administering Authority's disagreement with the opinion of the medical officer referred to in the Mission's report that due to the lack of secondary schools, not enough African students were qualified to proceed to the Makerere medical school. The Administering Authority places the cause of the present deficiency not so much in the number of schools as in the number of pupils qualifying for the

full secondary course. Since this argument is referred to again in the chapter on education it will be considered later.

Paragraph 5 Discrimination

It is interesting to note that the Administering Authority feels that discrimination in Tanganyika -- which the Mission could not investigate because of time limitations -- is not very serious and that the next Visiting Mission to the territory will find the investigation of this situation not "very formidable" (page 73). In the meantime, it may be recalled that the Trusteeship Council, in its resolution of 23 March 1949, has noted the policy of the Administering Authority "to take every effective step practicable to end racial discrimination" and has urged that appropriate legislation or other measures be taken to further intensify efforts to eliminate such discrimination.

Paragraph 6 Prisons

In general, a very favourable impression of policy, management and conditions in Tanganyika prisons was gained by the Mission. In regard to the Mission's recommendations, it is encouraging to note that the Administering Authority's policy is to reduce solitary confinement to a minimum with abolition as the ultimate objective, and that "consideration is being given to a reduction in the maximum period which may be awarded". It is also noted that the policy in respect to conditions in prison is that "no social distinction on grounds of race are recognized..." and confidence must be expressed in the manner in which this policy will be continued. The fact that corporal punishment in prisons has been awarded only an average of three times yearly during the past five years is clear evidence of the care and consideration exercised in this respect by prison authorities. It is to be hoped that the Administering Authority may soon find it possible to implement the Mission's suggested recommendation that this form of punishment be abolished as soon as possible.

CHAPTER VI - EDUCATIONAL ADVANCEMENT

B. African education

Paragraph 1 General

The present difficulties in the introduction of compulsory education throughout the Territory are appreciated, although it might be possible to assume that wherever the authority of the Administration can maintain law and order, its education regulations can also be enforced. Although the Mission made no recommendation on this point, it is to be assumed that the Administering Authority will extend its programme of compulsory education as soon as circumstances permit. In this connection, it would be interesting to know the number of urban areas where compulsory education applies at present and the actual number of school children involved.

Paragraph 2 Primary education

After many years of more or less unreliable population estimates (it may be remembered that the preliminary results of the 1948 census show almost a million and a half more Africans in the Territory than had been estimated in 1947), it will be exceedingly helpful to obtain reliable statistics in the future on the number of children of school age in the Territory.

Paragraph 3 Secondary education

It is extremely interesting to note the statement of the Administering Authority on page 78 that there is no shortage in the number of secondary schools, and that the low figures cited in the observations of the Administering Authority are due to the limited number of pupils who are able to qualify for the full secondary course. The statement goes on to infer that the responsibility for this state of affairs rests with the inhabitants themselves, who "have yet to learn to appreciate the full meaning and value of education, and not only in its higher reaches". This attitude is also expressed on page 72 "...the members of African Associations and others who complain of lack of educational facilities can and must assist by first learning and then impressing upon their children that higher education is something for which the aspirant must be prepared to work". A similar expression is found at the bottom of page 78.

The Administering Authority then singles out the factor of high wastage in the lowest standards of primary education. By implication, since no other causes are referred to, it would appear that this wastage is due solely to the attitude of the inhabitants. This implication, of course, could not have been intentional since the Administering Authority, in other documents, has recognized a number of other causes of wastage.

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These have been listed in the Territory's "Ten-Year Plan for the Development of African Education"; and may be repeated here to place this problem in fuller perspective:

- "(a) The admission of children to school at too tender an age which leads to their sojourn in the bottom standards for unduly long periods.
- "(b) Inefficient teaching.
- "(c) The desire of some teachers to fill their Standard I classes almost to bursting point.
- "(d) The entry of new pupils at odd times of the year.
- "(e) The lack of interest by parents and chiefs in the regular attendance and progress of the children, which causes many of them to become bored and discouraged and gradually to fade away from school.
- "(f) The lethargy of pupils due to malnutrition and endemic diseases.
- "(g) The difficulty of regular attendance which is caused by such considerations as floods, broken bridges, local crop failures, and even by man-eating lions in certain districts."

Thus, in a list of seven causes of wastage, six have nothing to do with the attitude of the people. Four of the seven causes appear to be due to low educational standards and lack of adequate supervision. These cannot be properly attributed to the attitude of the people towards education; they are factors for which the Administration might be expected to assume responsibility. Indeed, the Ten-Year Plan states: "It is confidently expected that wastage figures will decline rapidly when regular supervision of schools can be arranged, candidates for Standard I carefully examined for age and general suitability, teachers 'refreshed' and 'dead-wood' eliminated, numbers in Standard I limited to 45, and parents and local chiefs in certain backward areas induced to regard the village school with less apathy."

This is not the place for a detailed study of the causes of the present unsatisfactory conditions of secondary education, but it may be questioned whether the present observation from the Administering Authority has shed any new light on them. Approval, however, may be expressed of the Administering Authority's statement (page 78) that "the policy of educational development is to raise the standard of primary education and to provide for an increased number of pupils qualifying for secondary education. In pursuance of this policy it is planned to increase the facilities for secondary education..."

Paragraph 5 Teachers and teachers' training

It is encouraging to note the increase in the number of teachers. No other comment seems necessary.

Paragraph 6 Female education

The increase in the enrollment of girls in Tanganyika schools during 1948 is encouraging. It may be remarked that the Mission was well aware of the discussion at Itetemia when it recorded its observations in its Report. It is encouraging that the Administering Authority can state that the "less advanced of the people" are gradually changing their attitude toward the education of girls, and it is to be assumed that this will be reflected in substantial increases in enrollment of girls during the next few years.

Paragraph 8 Information concerning the Trusteeship System

The appearance of a special textbook on the Trusteeship System will be particularly welcome. One many anticipate that it will be examined by the members of the Trusteeship Council with the greatest interest.

Paragraph 9 Expenditure

The new details on estimates for educational expenditure for 1949 are to be welcomed and it is encouraging that there has been a considerable absolute increase in allocations. Detailed consideration of these figures must await the examination of the Territory's Annual Report for 1948. The short description of the Non-Native Education Ordinance is of great interest; the Council undoubtedly will wish to devote attention to this later.

E. Statements made by Africans

It is appreciated that the Administering Authority is aware of the widespread desire on the part of the inhabitants for the raising of educational standards, including a substantial increase in educational facilities. Because this desire of the inhabitants was mentioned without fail at every meeting held with Africans, the Mission considered it important to report this fact to the Trusteeship Council. This was the reason why part of the memorandum presented to the Mission by the Sukumaland Federation chiefs was quoted. In accordance with the reply of the chiefs, and as the Administering Authority is aware, this memorandum has not been presented to the Trusteeship Council as a petition. It is, therefore, difficult to understand the position of the Administering Authority in this matter. The Mission's report itself clearly stated the attitude of the chiefs.

The point of the discussion of the Administering Authority in respect to the Chagga Council petition is even less clear. It must be said at once that no representative of the Tanganyika Government was present at
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the meeting of the Mission with the Chagga Council when the petition was presented and discussed. It was clearly requested by the Chagga Council that the first document, which it immediately handed to the Mission, was to be considered as a petition by the Trusteeship Council. There was no "after thought" concerning this document, as the Administering Authority seems to infer. With regard to the other three documents, discussion then centred on the two major points in the first document: education and land.

In developing their statements on these subjects, members of the Chagga Council referred to relevant memoranda which they had prepared for consideration by Tanganyika government officials. Reference was made later in the meeting to another memorandum on the establishment of African district, provincial and territorial councils. A member of the Mission asked whether these memoranda would elaborate and clarify the points in the petition to the Trusteeship Council which already had been given to the Mission. A reply was given in the affirmative. The member of the Mission thereupon stated that, if it was so desired, these documents also might be submitted to support the petition. A member of the United Nations Secretariat accompanying the Mission informed the Chairman of the Chagga Council that if these additional documents were to be transmitted as part of the petition to be considered by the Trusteeship Council, it would be correct procedure for him to make a formal statement to that effect in his letter of transmittal. The following day the memoranda were delivered to the Mission together with a covering letter which is reproduced on page 21 of document T/218/Add.1. After enumerating the three memoranda, this letter states: "I should be grateful if you will please regard these same memorandum together with the one we submitted to you in discussion, as petition to the UNO Council."

The Chagga Council is held in the highest regard as one of the most progressive African groups in Tanganyika and it is to be expected that its petition will receive the most careful consideration. There is no mystery as to the nature of the memoranda submitted nor as to their origin. Furthermore, it is noted that the Administering Authority makes no objection to their treatment as a petition.

The Administering Authority seems to suggest that the Mission should have examined more closely some of the statements made by the African Association at Arusha. Although the Administering Authority indicates what it considers to be the pertinent points for consideration, no full replies are given in the observation. It would have been extremely helpful to have received such exact data.

F. Observations and conclusions

Agreement must be expressed with the regret of the Administering Authority that more funds cannot be made available at the present time for education in Tanganyika. It may be considered that the time is drawing very close when the Trusteeship Council must consider this entire problem in detail and enquire as to possible sources--outside sources, if necessary--of increased expenditures on education. It is to be hoped that the Council's Committee on Higher Education will consider this problem within its terms of reference. Since the limitation of personnel available is also a problem, it may be hoped that the Committee will also concern itself with this aspect.

It appears from the observations of the Administering Authority, while adequate financial provision for education is a problem, on the other hand, an increase in money for this purpose is not considered wise since "the educational services should not be expanded to a point beyond the capacity of the Territory to support from its own resources within the reasonably near future--otherwise the country cannot become economically self-supporting and independent, a pre-requisite for political independence" (page 86). Since the Administering Authority apparently makes this statement in all seriousness, an observation appears to be necessary. It may be remarked that if the Administering Authority had been a little bolder and more generous in its educational budgets during the past 25 years or so of its administration, it would not now deplore the fact that there are no educated Africans who could become members of the Executive Council and too few to be added to the Legislative Council, to the Labour Board, to various other government boards or to senior positions in government service or private enterprise. The Tanganyika Government would have had more trained teachers, artisans, clerks, technicians, doctors, dentists, judges, journalists, engineers, accountants, administrators, businessmen, social welfare workers, supervisors, nurses, etc.,--all the skills necessary to push forward vigorously toward the development of the Territory and the political, economic and social advancement of its inhabitants.

The attitude of the Administering Authority to the proposal that facilities for higher education should be provided is summed up in the statement (page 88): "Unless there is a great change in the position, the only sure hope of obtaining an appreciable increase in the number of students qualifying for higher education is to broaden the base of the pyramid, in other words, greatly to increase the number of children receiving primary education..." This attitude, it may be remarked,

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is the direct opposite of the view held by the Administering Authority's Commission on Higher Education in West Africa which states: ^{1/} "...a sound and rapid development of primary education can only take place if there is a development of facilities for higher education. For we believe that the primary schools should ultimately be staffed by teachers who have had at least a secondary education, and that the latter should be staffed by teachers who have had some post-secondary education in a university or college."

The statement on page 88 that "educational facilities in existence when the Territory first came under British Administration were negligible" is somewhat difficult to understand. In the Report on Tanganyika covering the period from the conclusion of the Armistice to the end of 1920 (London, 1921, pages 40-41) the British administration made the following statement:

"The success, however, which attended the efforts of the late (German) Administration in the latter respect (education), is undoubted, and the provision already made or foreshadowed for native education at the outbreak of war was a clear indication of the importance which the Germans attached to it. The vote for 1914 provided for 14 Europeans on the staff of the Education Department; there were already 99 Government schools, ten of which were principal schools and the remainder elementary; provision had also been made to build a further twenty elementary schools during the year. The number of pupils in attendance at the principal schools in 1913 was 2,394 and at the elementary schools 3,706. There were also 108,550 children on the registers of the 1,832 schools conducted by the Missionary Societies.

"The results of their system are today evident in the large number of natives scattered throughout the country who are able to read and write, and it must be admitted that the degree of usefulness to the administration of the natives of the Tanganyika Territory is in advance of that which one has been accustomed to associate with British African Protectorates. Whereas the British official may often have had to risk the mutilation of his instructions to a chief by having to send them verbally, the late German system (of education) has made it possible to communicate in writing with every Akida and village headman, and in turn to receive from him reports written in Swahili."

^{1/} Page 22, Report of the Commission on Higher Education in West Africa, 1945, Cmd. 6655.

Although the educational system must have been seriously disrupted by the war, the Administering Authority stated in 1921 that "it will probably take two or three years before the output from the schools, of the type of native able to read and write, will equal that of pre-war days". It must be recognized, therefore, that this situation was completely different, for example, from that of Ruanda-Urundi where absolutely no facilities had existed and where work had to start from the very beginning. As Mr. Ryckmans has wisely observed in this Council, the educational accomplishments of a Trust Territory must be viewed in terms of its advance and consideration must be given to the facilities and educational level already in existence when the present Administering Authorities assumed control.

Finally, the comments of the Administering Authority, on page 89, on the proposal that a system of inter-racial primary and secondary education might be established in the urban centres deserves further consideration. It may be possible for the United Kingdom Government, in its co-operation with the French Government on educational questions, to look at the present system in trust territories and other areas in Africa under French administration where such schools are now in operation and where the use of a European language as a medium of instruction does not appear to cause any serious mental strain to indigenous pupils.
