



TRUSTEESHIP COUNCIL

Twenty-third Session

OFFICIAL RECORDS

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at 3.10 p.m.

NEW YORK

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**President: Mr. Max H. DORSINVILLE (Haiti).**

**Present:**

The representatives of the following States: Australia, Belgium, Burma, China, France, Haiti, India, Italy, New Zealand, Paraguay, Union of Soviet Socialist Republics, United Arab Republic, United Kingdom of Great Britain and Northern Ireland, United States of America.

The representatives of the following specialized agencies: International Labour Organisation, Food and Agriculture Organization of the United Nations, United Nations Educational, Scientific and Cultural Organization, World Health Organization.

Mr. Claeys Boúlaert (Belgium), President of the Trusteeship Council at its twenty-second session, took the Chair temporarily.

**Opening of the twenty-third session**

1. The TEMPORARY PRESIDENT declared open the twenty-third session of the Trusteeship Council.

Adoption of the agenda (T/1422 and Add.1, T/1422/Add.1/Corr.1)

[Agenda item 1]

2. Miss TENZER (Belgium) said that her Government would like the examination of the annual report on Ruanda-Urundi to be postponed to the twenty-fourth session in view of the fact that Mr. Leroy, the former Special Representative of the Administering Authority for the Trust Territory of Ruanda-Urundi, had been transferred to other functions and no new special representative had as yet been appointed.

3. Mr. LOBANOV (Union of Soviet Socialist Republics) recalled that, in resolution 1279 (XIII), the General Assembly had drawn the Trusteeship Council's attention to statements made by a petitioner before the Fourth Committee, in the hope that the situation in Ruanda-Urundi would be considered by the Council at its twenty-third session. Since the adoption of that resolution, important events had taken place in a Territory immediately adjacent to the Trust Territory, which naturally gave rise to concern for the indigenous population of Ruanda-Urundi.

4. Miss TENZER (Belgium), speaking on a point of order, pointed out that the Territory to which the USSR representative had referred was not within the purview of the Trusteeship Council.

5. Mr. LOBANOV (Union of Soviet Socialist Republics) said that he was speaking of the Territory of Ruanda-Urundi, which was on the Council's agenda.

6. He did not consider that the proposal of the Belgian representative could be accepted. The events to which he had alluded had taken place in a Territory which was united with Ruanda-Urundi by an administrative union and was governed by the same Administering Authority. That being so, his delegation considered that it was the duty of the Trusteeship Council to examine the situation in the Trust Territory immediately and to take steps to prevent events of the same kind from occurring there. For that reason, the USSR delegation could not agree to the postponement of the item to the Council's twenty-fourth session.

7. The TEMPORARY PRESIDENT emphasized the fact, which had already been pointed out by the Belgian representative, that situations outside the Trust Territories were not within the competence of the Trusteeship Council.

8. Mr. JHA (India) asked whether the Belgian representative's proposal was not inconsistent with rule 72 of the Council's rules of procedure.

9. The TEMPORARY PRESIDENT did not consider that rule 72 would prevent the Council from fixing the time at which it decided to examine each annual report. Moreover there were numerous precedents for the Belgian representative's proposal.

10. Mr. DAVIN (New Zealand) pointed out that rule 106 of the rules of procedure enabled the Trusteeship Council to suspend any rule of procedure by its own decision.

11. Mr. EL-ERIAN (United Arab Republic) urged that, if the majority of members of the Council agreed to the Belgian representative's request, that should not be considered as a precedent for future action. He agreed with the Indian representative regarding the application of rule 72.

12. Secondly, he hoped that, if consideration of conditions in Ruanda-Urundi were postponed to the twenty-fourth session, the Administering Authority would furnish the Council with a supplementary report covering the intervening period.

13. The TEMPORARY PRESIDENT pointed out that the Council was master of its own procedure. There was no need to be afraid of precedents. When in the past the examination of an annual report had been postponed, it had been following a decision by the Council in view of the particular conditions in the Territory concerned.

14. With regard to the second point raised by the representative of the United Arab Republic, he recalled

that whenever an annual report was considered by the Council a special representative was present who was able to supply additional information concerning events in the Territory concerned between the period covered by the report and the time of the debate.

15. Mr. JHA (India) said he had no intention of pressing for the discussion of the item if the Administering Authority was not ready for it. He thought, however, that the best course would be to keep the item on the agenda and if, when the time came for its consideration, the Belgian Government had not been able to appoint a special representative, the item could then be postponed to the next session.

16. Mr. LOBANOV (Union of Soviet Socialist Republics) supported the Indian representative's proposal.

17. Miss TENZER (Belgium) regretted that the problem she had raised had not met with more understanding. It had been her belief, after the gentlemen's agreement which had seemed to have been reached at an informal meeting of all the members of the Council, that her Government's position had been understood by all. She did not think the Indian representative's suggestion practicable, since her Government would probably not be in a position to appoint a special representative before the end of the current session of the Council.

18. She asked for her proposal to be put to the vote.

19. Mr. JHA (India) asked that his proposal should be regarded as an amendment to the Belgian proposal and should be put to the vote first.

20. Mr. CASTON (United Kingdom) expressed the view that to reject the proposal of the Belgian representative would be an act of discourtesy. At an informal meeting, at which all except one of the members of the Council had been present, the Belgian delegation had asked the members of the Council whether they would prefer that the item should be postponed to the next session or considered at the present session with the assistance of a special representative who might not have had full opportunity to become acquainted with recent developments in the Territory. No one, except the representative of the Soviet Union, who had reserved his position, had objected to postponement, and a tentative time-table had been drawn up for the present session on the basis that there would be no discussion of Ruanda-Urundi. Such an undertaking should be honoured.

21. Furthermore, the Temporary President, who was the head of the Belgian delegation, would shortly be leaving New York with the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959. His presence during the discussion of the Territory of Ruanda-Urundi would be of great advantage to the Council.

22. A further factor was that, in any case, the Territory would not be discussed before the end of March 1959 at the earliest; if the item were postponed to the twenty-fourth session it would be discussed towards the end of May. He did not think the Belgian delegation's arrangements should be upset for the sake of those few weeks.

23. Mr. WALKER (Australia) regretted that he was obliged to oppose the Indian representative's amendment to the Belgian proposal. If the situation in Ruanda-

Urundi were examined at the twenty-fourth session of the Council, that would still leave abundant time to incorporate the results of that examination in the report to the next regular session of the General Assembly. The Council's examination of developments in Ruanda-Urundi would be less effective without the assistance of a special representative who had had time to make a detailed study of the problems involved. On purely practical grounds, therefore, the proposal was a reasonable one. Moreover it should be accepted as a matter of courtesy to the Belgian delegation.

24. Mr. JHA (India) emphasized that he had intended no discourtesy to the Belgian delegation.

25. His delegation had not been consulted about the matter beforehand, but if in fact all the other members of the Council had agreed informally to a certain course of action, his delegation would not like to press its point of view. At the same time he considered rule 72 to be mandatory and he did not think that any informal agreement could nullify that rule or the provisions of article 16 of the Trusteeship Agreement. In his view the correct course in the future would be to keep items on the agenda in accordance with the rules of procedure and to postpone them when the time came for their consideration if for practical reasons it appeared desirable to do so.

26. In the present case he would not press his amendment, but he wished to make it clear that his delegation would be unable to agree to a similar procedure in future.

27. Mr. DE CAMARET (France) agreed with the Australian and United Kingdom representatives. In addition to the arguments they had adduced, he pointed out that there were a number of precedents for the postponement of the examination of conditions in a Trust Territory from one session to another. The Belgian proposal would undoubtedly contribute to the effectiveness of the Council's work.

28. Mr. LOBANOV (Union of Soviet Socialist Republics) emphasized that no decision had been or could have been taken at the informal meeting which had been held; decisions with regard to the agenda could be made only by the Council itself.

29. The TEMPORARY PRESIDENT put to the vote the Belgian proposal to postpone to the Council's twenty-fourth session the examination of the annual report of the Administering Authority on Ruanda-Urundi, 1957.

The proposal was adopted by 10 votes to 1, with 3 abstentions.

30. The TEMPORARY PRESIDENT said that there were two additional items proposed for the agenda. The first was the report of the Sub-Committee on the Questionnaire. He invited Mr. Dorsinville of Haiti, the Chairman of the Sub-Committee, to speak on that subject.

31. Mr. DORSINVILLE (Haiti), Chairman of the Sub-Committee on the Questionnaire, formally requested the inclusion of the item in the Council's agenda. The Sub-Committee had met in January 1959 and had revised the Questionnaire concerning the Territory of Nauru. Its report would be circulated in a few days.<sup>1/</sup>

<sup>1/</sup> Subsequently distributed as document T/1430.

32. Mr. WALKER (Australia) expressed his conviction that the Council would not consider the Questionnaire in relation to Nauru until the Administering Authority had had an opportunity of examining and commenting on it.

33. The TEMPORARY PRESIDENT felt sure that no steps whatsoever in that connexion would be taken until the Australian delegation had had time to make its observations on the subject.

34. Mr. DORSINVILLE (Haiti), Chairman of the Sub-Committee on the Questionnaire, explained that he merely wished officially to present the Sub-Committee's report to the Council. The Sub-Committee did not expect the Council to be able to examine it immediately. It would be for the Council to decide when it could examine the report in the light of the observations of the Administering Authority.

35. The TEMPORARY PRESIDENT said that if there were no objections an item entitled "Revision of the Questionnaire relating to Trust Territories: sixth progress report of the Sub-Committee on the Questionnaire" would be included in the agenda.

It was so decided.

36. The TEMPORARY PRESIDENT said that the second proposed additional item arose from General Assembly resolution 1272 (XIII), which had requested all United Nations organs and bodies to include in the agenda of their next session the question of the control and limitation of their documentation. If there were no objections, an item entitled "Control and limitation of documentation (General Assembly resolution 1272 (XIII))" would be included in the agenda.

It was so decided.

37. Mr. LOBANOV (Union of Soviet Socialist Republics) suggested that item 17, "Question of the future of the Trust Territories of the Cameroons under French administration and the Cameroons under United Kingdom administration", should be placed first on the agenda of the session, in view of the fact that that question was to be considered by the General Assembly at its resumed thirteenth session in just three weeks.

38. Mr. DE CAMARET (France) pointed out that the report of the United Nations Visiting Mission to Trust Territories in West Africa, 1958, on the Cameroons under French administration (T/1427) had only just been distributed and that it would have to be communicated to the Cameroonian authorities, who would undoubtedly have observations to make. He therefore reserved his delegation's position with regard to any decision the Council might make in accordance with the USSR representative's proposal. His delegation would be ready to take part in a debate on the Visiting Mission's report beginning on, say, 9 or 10 February. That would give the Council ample opportunity to examine the conclusions of the Visiting Mission and would still leave the Secretariat time to embody the Council's conclusions in a report to the General Assembly.

39. Mr. LOBANOV (Union of Soviet Socialist Republics) declared that, in view of the unwillingness of the Administering Authority concerned to take part in an immediate debate on the question of the Cameroons, the USSR delegation disclaimed all responsibility for

any delay there might be in submitting the question to the General Assembly.

The provisional agenda (T/1422 and Add.1, T/1422/Add.1/Corr.1), as amended, was adopted.

40. Mr. DE CAMARET (France) said he had no wish to reopen the question of the agenda, which had already been decided by the Council. At the same time he observed that there seemed little point now in examining the question of Togoland under French administration, which appeared in the agenda as items 4 (e) and 9. Members of the Council were well aware of recent developments in that Territory, which had rendered the annual report of the Administering Authority for 1957 out of date. His delegation was naturally ready to discuss the subject if the Council wished, but could see no advantage in doing so.

#### Report of the Secretary-General on credentials

[Agenda item 2]

41. The TEMPORARY PRESIDENT said that the Secretary-General was not yet in possession of the credentials of all the members of the Council, but would report to the Council, in accordance with rule 14 of the rules of procedure, as soon as he received them.

#### Election of the President and the Vice-President

[Agenda item 3]

42. The TEMPORARY PRESIDENT invited the Council to elect its President.

A vote was taken by secret ballot.

Number of ballot papers:	14
Invalid ballots:	1
Number of valid ballots:	13
Number of votes obtained:	

Mr. Max H. Dorsinville (Haiti) . . . . . 13

Mr. Max H. Dorsinville (Haiti) was elected President and took the Chair.

43. The PRESIDENT thanked the members of the Council for the honour they had done him in electing him to the Chair.

44. Five Trust Territories, namely, the Cameroons under French administration, the Cameroons under United Kingdom administration, Togoland under French administration, Somaliland under Italian administration and Western Samoa under New Zealand administration, were expected to achieve the objective of the Trusteeship System in 1960. The year 1959 was therefore one during which the Council would be called upon to take important decisions to enable those Trust Territories to achieve autonomy or independence in accordance with the freely-expressed wishes of the populations concerned, without delay and without friction. One of the main questions before the Council would therefore be the consideration of the reports of the United Nations Visiting Mission to Trust Territories in West Africa, 1958, on the Cameroons under French administration (T/1427) and the Cameroons under United Kingdom administration (T/1426 and Add.1).

45. During the session, two Visiting Missions would leave for the Trust Territories of the Pacific, one of them—the United Nations Visiting Mission to the Trust Territory of Western Samoa, 1959—with the specific

mandate of examining to what extent the objectives of trusteeship had been attained by Western Samoa. Their reports would be considered during the twenty-fourth session, as would also the results of the elections to be held in Somaliland and the possibility of granting economic assistance to that Territory after 1960.

46. There had been a few changes in the membership of the Council since the previous session. He was happy to see that Burma and the United Arab Republic had been re-elected and he welcomed Paraguay as a new member.

47. He invited the Council to elect its Vice-President.

A vote was taken by secret ballot.

Number of ballot papers:	14
Invalid ballots:	1
Number of valid ballots:	13
Number of votes obtained:	
Mr. Girolamo Vitelli (Italy) . . . . .	13

Mr. Girolamo Vitelli (Italy) was elected Vice-President.

48. Mr. VITELLI (Italy) congratulated the President on his election and thanked the members of the Council for electing him Vice-President.

49. Mr. JHA (India) congratulated the President and Vice-President on their election. His Government attached the greatest importance to the Trusteeship Council, an organ of the United Nations which had justified the faith of large numbers of people throughout the world, especially in Asia and Africa. The achievements which it already had to its credit had evoked much admiration in his country.

50. Mr. MONTERO de VARGAS (Paraguay), Mr. ELERIAN (United Arab Republic), U THANT (Burma), Mr. DAVIN (New Zealand), Mr. WALKER (Australia), Mr. SYLVAIN (Haiti), Mr. LOBANOV (Union of Soviet Socialist Republics), Mr. CASTON (United Kingdom), Mr. SEARS (United States of America), Mr. KIANG (China), Mr. DE CAMARET (France) and Miss TENZER (Belgium) associated themselves with the congratulations addressed to the President and Vice-President.

Organization of the Council's work

51. The PRESIDENT said that a request for a hearing had been received from Mr. George M. Houser, who wished to make a statement in support of his written petition (T/PET.2/220). The request had been received too late to be dealt with under paragraph 2 of rule 80 of the rules of procedure and an immediate decision by the Council was therefore necessary.

52. Mr. CASTON (United Kingdom) said that Mr. Houser's request was the second to be received by the Council at successive sessions from a person who was not an inhabitant of a Trust Territory. His delegation had pointed out during the previous session (897th meeting) that the granting of hearings to such persons raised questions of principle which it was important for the Council to consider. The consensus of opinion in the Council had then been that each application for an oral hearing should be carefully considered on its merits. A person who was not an inhabitant of a Trust Territory was fully entitled to submit a petition; the question at issue was whether he should be given the privilege of presenting it in person. The

criterion which should be adopted was whether such a hearing would add to the Council's knowledge of the questions raised in the petition concerned. His delegation felt that that was much less likely to be the case when the petitioner was not himself a resident of the Trust Territory involved, and that in such cases the Council should proceed with special caution.

53. Mr. Houser had requested a hearing in respect of a previously written petition. The subject of his petition was the decision of the Government of Tanganyika to declare him a prohibited immigrant in the Trust Territory. The United Kingdom delegation felt that, since the matter affected him personally and directly, it would not be right to raise any objection to the hearing, on the understanding that Mr. Houser's oral presentation would be confined to that question in accordance with rule 80, paragraph 1, of the rules of procedure. That did not, however, imply that his delegation had anything to add to the observations which it had already submitted on Mr. Houser's petition (T/OBS.2/43) or that it would be at all likely to enter into any discussion of the reasons for his exclusion from the Territory.

54. Mr. SEARS (United States) said that his delegation recognized that the Charter of the United Nations provided for certain types of petition only and that an Administering Authority was entitled to exclude from the Territory for which it was responsible anyone it felt had no proper business there.

55. His delegation had always taken a liberal attitude towards the question of petitioners and would vote in favour of granting Mr. Houser a hearing. Mr. Houser represented a well-known organization in the United States which was vitally interested in African affairs. It was possible that he had been the subject of a misunderstanding as a result of his experiences in Africa, and it would be useful if anything could be done to clear the matter up.

56. Mr. KELLY (Australia) recalled that at the twenty-second session (897th meeting) he had stated the attitude of the Australian delegation towards the granting of hearings by the Council. He had said then that requests for such hearings should be determined by the Council on their merits, taking into account the many relevant considerations which he had enumerated. Having regard to the order of the Council's business and the fact that Mr. Houser had already submitted a petition which was under consideration in the Standing Committee on Petitions, his delegation could not feel that the granting of his request for a hearing was a matter of priority.

57. In his letter (T/1424), Mr. Houser had expressed the opinion that discussion in the Trusteeship Council might be facilitated if he were permitted to make a brief presentation of the work of the American Committee on Africa as it related to Tanganyika. There were, however, thousands of reputable organizations throughout the world which had a certain interest in that Trust Territory; he could not therefore agree with the suggestion made by the United States representative that the distinguished role of the American Committee on Africa constituted in itself a reason for permitting Mr. Houser to make a statement to the Council concerning the work of that Committee. To create a precedent of that kind might mean that the Council would have to extend a similar privilege to other organizations claiming an interest in Tanganyika.

58. The rejection of Mr. Houser's request for admission to Tanganyika did not in itself imply any judgement on the work of the American Committee on Africa; any discussion of the work of that Committee would therefore be irrelevant to the subject of petition, and in his view highly inexpedient. Having heard the observations of the representative of the Administering Authority, he would not vote against the granting of a hearing to Mr. Houser on the understanding that it would be strictly confined to the complaint set out in the opening paragraph of the petitioner's letter.

The proposal to grant a hearing to Mr. Houser was adopted by 7 votes to none, with 7 abstentions.

**Examination of conditions in the Trust Territory of Tanganyika: annual report of the Administering Authority for the year 1957 (T/1405, T/1428, T/1429, T/1432, T/L.890)**

[Agenda item 4 (a)]

At the invitation of the President, Mr. Fletcher-Cooke, special representative of the Administering Authority for the Trust Territory of Tanganyika, took a place at the Council table.

**OPENING STATEMENTS**

59. Mr. FLETCHER-COOKE (Special Representative) said that he would first describe political and constitutional developments in Tanganyika. Elections to the representative side of the Legislative Council had been held without difficulty in September 1958 in five of the ten constituencies. The comparatively low total of approximately 28,000 registered voters was in part attributable to the fact that many qualified persons had failed to register; nearly 80 per cent of those registered had, however, cast votes and less than 1,500 ballot papers had been spoiled. Three candidates, one African and two Europeans, had been returned unopposed. Of the other twelve successful candidates, the four Africans were all members of the Tanganyika African National Union (TANU) and the eight non-Africans had been endorsed by that organization.

60. At the October 1958 meeting of the Legislative Council, Sir Richard Turnbull, the Governor, had stated that racial parity in representation was not intended to be permanent and that African participation in both the legislature and the Government would increase steadily; he had welcomed the assurances by leaders of the major political parties that a predominantly African self-governing Tanganyika would guard the rights and interests of the minority communities. Mr. Nyerere, an African member of the Council and the President of TANU, had welcomed the Governor's statement and had urged the Africans in Tanganyika to adopt a responsible attitude in the new situation there created.

61. The second round of elections to the Legislative Council was to be held on 9 February 1959; the total number of registered voters was just over 30,000 with Africans in a substantial majority in all constituencies except Dar es Salaam, where Asians predominated. Twelve of the fifteen seats were uncontested; TANU was supporting candidates for the contested European and Asian seats in Dar es Salaam and for the contested Asian seat in the Southern Province.

62. The next meeting of the Legislative Council was

scheduled for March 1959, during which month the composition and terms of reference of the post-elections committee were to be announced.

63. It was evident from the foregoing that Tanganyika was making rapid and orderly progress in the constitutional field. Unfortunately some political speakers in the provinces had not shown the responsible attitude displayed by their leaders at the centre. Their irresponsible utterances had led to unrest and to defiance of law and order, so that both the Governor and Mr. Nyerere had been compelled to reprove them. More recently, however, the situation had improved.

64. Public interest in the work of the Legislative Council had increased during 1958 as a result of the full coverage given to its proceedings in news broadcasts in both English and Swahili. A special pamphlet on the United Nations had been published in both languages and considerable material received from the United Nations had been distributed throughout the Territory; the Department of Public Relations had drawn particular attention to the tenth anniversary of Human Rights Day on 10 December 1958. In accordance with a suggestion made in the Trusteeship Council, further publicity had been given to the activities of the East Africa High Commission in Tanganyika. An independent company had been formed on 1 February 1958 to publish and distribute three Swahili periodicals previously published by the Department of Public Relations; publication of the daily newspaper had since been discontinued because of insufficient demand, but publication of the weekly newspaper and the monthly magazine was continuing. The company, which was completely independent of the Government, was controlled by four trustees, two of whom were Africans.

65. Radio transmissions had increased from 43 to 65 3/4 hours per week, and further increases were planned for 1959; two new transmitters had been ordered so that three programmes might be broadcast in place of the single existing one.

66. In the matter of local government, there were now ten town councils in addition to the Dar es Salaam Municipal Council. All were functioning satisfactorily and successful elections had already been held for six of them, while preliminary arrangements were in hand for elections to the Dar es Salaam Municipal Council and the Moshi Town Council during 1959. The financial situation, however, made it difficult for the Government to continue its efforts to accelerate the pace of development of urban local government, for it was not considered advisable to establish such local government authorities unless they had adequate financial resources, some of which must inevitably be derived from grants by the central Government.

67. The implementation of the policy of establishing district councils had met with a mixed reception in different parts of the Territory during 1958. Of the nine district councils established on 1 March 1958 the reports on five were encouraging and the previously formed Local Council at Newala was continuing to operate satisfactorily, but the remaining four had been less successful. Those at Pangani and Kondoa had defaulted in the exercise of their functions and the Minister for Local Government and Administration had, as a temporary measure, transferred their functions to the district commissioner under the provisions

of the Local Government (Amendment) Ordinance, 1957. In the districts of Geita and Manyoni there had been considerable African opposition to the councils, largely because of their multiracial character, but they were continuing to function.

68. In his address to the Legislative Council on 14 October 1958, the Governor had said that, while an essential prerequisite to the formation of district councils was acceptance of the principle that membership was not necessarily confined to members of any one race, that principle was not a bar to the establishment of what might, in fact, be a purely African district council and that the Government was ready to consider whether such a council should not be established in any district in which non-African interests were so limited that the setting up of a purely African district council would not be inconsistent with accepted local government principles. On the other hand, the Governor had continued, in areas where non-African interests were substantial, the orderly and proper development of local government would be stultified by the exclusion of non-African representation. He had stressed that district councils, as a form of local government rather than a projection of the central Government, must have the confidence and support of the population of the districts if they were to be successful in training local inhabitants to accept important local responsibilities; hence neither district councils nor other local government bodies would be established in any areas unless local inhabitants as a whole showed a desire for them.

69. In accordance with those assurances, an investigation of the whole local government structure in the district had been undertaken at Geita by an experienced senior administrative officer, in consultation with the representatives of the people and the people themselves, and his recommendations were now being examined. Addressing the Legislative Council in October 1958, the Minister for Local Government and Administration had said that, if the results of the examination pointed to the desirability of a form of local government markedly different from and better than the present form, the Government would do its best to put that form into operation and rescind the present one.

70. Progress had been made in the establishment of councils at parish, township and divisional levels and it might well be that among their other functions they would serve as electoral colleges to councils at the district level. Arrangements had been made for the dissolution, with effect from 1 December 1959, of the South East Lake County Council, which had proved unsuccessful because it was too remote from the people. No steps would be taken with regard to the form of rural local government to replace it until there had been full consultation with all concerned.

71. The Chiefs Convention had met in January, June and December 1958. Its total membership of twenty-seven included the two representative chiefs from each province as provided by its Constitution, with a third chief from the large Lake Province, and all chiefs who were members of the Executive and Legislative Council. The Convention, to which the Government had already referred a number of important matters of policy, had proved to be a most useful advisory body. In addition, many matters of practical administration came within its purview. During 1958 four representatives of the Chiefs Convention and four ministers of the

Government had formed a working party to consider proposals for the establishment of some form of Territorial council, as urged by the first Chiefs Convention at its meeting in May 1957. Preliminary proposals based on the deliberations of the working party had been considered by the chiefs at their most recent meeting.

72. The financial situation in the Territory was not wholly satisfactory, particularly in view of the increased expenditure which political and constitutional developments were certain to bring. The surplus of £137,000 for the financial year 1957-1958 had been achieved only by curtailing expenditure to £1 million less than the amount provided for in the estimates. Since the estimates for 1958-1959 provided for an expenditure of £20,975,000 and a revenue of only £19,787,000, it had been decided to keep the expenditure below the approved estimates. Nevertheless, the latest figures indicated that expenditure would total £20 million and revenue £19 million.

73. The situation bade fair to be even less satisfactory for the year 1959-1960. Since the collection of arrears was almost complete and profits were apparently lower, income-tax receipts would decline. The drop in oil-seed and cotton prices, the expected fall in coffee prices and the probable reduction of capital expenditure in both public and private sectors suggested that there would also be a decrease in customs revenue. Expenditure for 1959-1960 might well have to be lower than for 1958-1959, which would entail a cut-back of badly needed social and other services.

74. Although Tanganyika's exports to countries outside East Africa had increased considerably during the first nine months of 1958 by comparison with the corresponding period in 1957, their value had risen only from £26 million to £27 million owing to the fall in world prices. At the same time, the value of imports had declined from £25,586,698 to £21,503,226. The favourable balance of trade indicated by those figures was not desirable for a developing territory like Tanganyika, which needed substantial imports of capital goods.

75. The survey of the Territory's economy by experts of the International Bank for Reconstruction and Development, which had been scheduled to begin in 1958, had been postponed until about May 1959.

76. The systematic survey of the Territory's national income inaugurated by the report by Professor Peacock and Mr. Dosser,<sup>2/</sup> was being continued by the Tanganyika Unit of the East African Statistical Department, whose report covering the years 1954-1957 would be published early in 1959. The Territory's statistical resources were not yet adequate for the collection of reliable information on all sectors of the economy; it would be a mistake to draw hard-and-fast conclusions from the present study. Although the estimated per caput gross domestic product of £18 to £20 might seem rather low, the total domestic product appeared to have increased by 10 to 15 per cent between 1954 and 1957.

77. It was not yet possible to provide figures on the Territory's balance of payments, as some members of the Council had requested. The East African Statistical

<sup>2/</sup> Alan T. Peacock and Douglas G.M. Dosser, The National Income of Tanganyika, 1952-54, Colonial Research Study No. 26 (London, Her Majesty's Stationery Office, 1958).

Department had published a survey on the East African balance of payments but it was not yet possible to prepare such a survey on a territorial basis. Further consideration was, however, being given to the problem.

78. In September 1958 the Tanganyika Government had issued its second local loan, to the amount of £1 million. The proceeds of the loan, which had been over-subscribed, were to be devoted to the financing of such development works as roads, rural water supplies, township developments and government buildings.

79. Turning to education, he said that during the academic year 1958-1959 218 students from Tanganyika had studied at the University College of Makerere in Uganda. The total was expected to drop to just over 200 in 1959-1960, for whereas Africans had previously gone to Makerere to take their higher school certificates, they would henceforth be able to do so at three African schools in Tanganyika. In 1958-1959 thirty-three students from Tanganyika had attended the Royal Technical College in Nairobi and nearly 200 had taken higher education courses outside East Africa, some of them on scholarships provided by States Members of the United Nations. In addition, 1,769 students had attended teacher training centres in Tanganyika; eighty-seven students had attended the Dar es Salaam Technical Institute, 173 the Moshi College of Commerce and 720 the trade schools at Ifunda and Moshi; 700 students had taken courses in agriculture, handwork, domestic science and home craft. Moreover, 149 out of 150 African candidates from secondary schools had obtained school certificates in 1957.

80. It was regrettable that in 1958 there had been 105,000 unfilled places in the Territory's primary schools and more than 5,000 in the middle schools. That seemed rather strange in the light of the persistent demands by African political leaders for increased educational facilities. Of the 850,000 African children of primary-school age, 367,000 were attending primary schools, and 35,000 of the 850,000 of middle-school age were attending middle schools. To provide facilities for the remaining children would require an annual expenditure of £27 million, while a further £14.5 million a year would be required to enable 15 per cent of the children of middle-school age to proceed to secondary schools. The initial annual expenditure for training the additional teachers required would amount to £5 million and the capital cost of providing the necessary new schools, including teacher-training schools, would be £40 million. Since the Territory's total annual budget was only about £20 million, progress in providing additional educational facilities must necessarily be slow; nevertheless, the Government was moving as rapidly as its resources permitted.

81. Education in Tanganyika was already fully integrated at the post-secondary level. A committee had been set up to examine the problem of instituting integration at the lower levels; its terms of reference instructed it to consider how, within the financial provision envisaged in the existing development plans for education, the present systems might best be integrated in the interests of all the peoples of the Territory so as to lead to the development of a single system of education for the Territory.

82. Two other events in the field of education during the past year had been the conference held in Dar es

Salaam in November 1958 to discuss problems of Moslem education, which had been attended by thirty-five delegates from twelve African and Asian countries, and the visit of the Working Party on Higher Education sent from the United Kingdom, whose report was now being studied by the Tanganyika Government. The conference had decided to set up a Working Party to consider the establishment in Zanzibar of a Moslem institute for the teaching of religion, history and Arabic to Moslem students from East Africa and Nyasaland.

83. Rapid progress was being made in filling senior posts in the Tanganyika civil service by local candidates. Whereas in 1954 the Government of Tanganyika staff list had contained the names of only five African officers, 181 of the 238 local officers in the present list were Africans. The first African district commissioner had recently been appointed and there were two substantive African district officers, six African assistant district officers were serving as district officers with a view to their substantive promotion to that rank, and there were thirty-eight substantive African assistant district officers. In September 1958, the Tanganyika Government had appointed an African as one of its three representatives in the East African Industrial Research Council.

84. In June 1958 the Government had published its proposals for a land-tenure policy applying to land held in customary tenure in rural areas, under the provisions of which individual Africans would be able to convert their unwritten customary titles into registered freehold titles in areas where there were already stable individual holdings and a general desire for individual ownership was evidenced. The proposals, which had not yet been debated in the Legislative Council or formally adopted as Government policy, had been welcomed in principle by the Territorial Chiefs Convention and discussion on them with Africans had continued since the publication of the paper in order that they might be fully understood. They had been welcomed in some areas where perennial crops were grown and where there was pressure of population on the land, but in some of the more backward areas the view had been expressed that the people were not yet ready for the adoption of such a change. Some African politicians would apparently prefer the grant of leasehold titles for individual holdings rather than freehold titles. In any event, the Government intended to take into account the wishes of the African population as expressed through their representatives before proceeding with the proposals.

85. The net increase in alienated land had been the lowest since 1948, sixty-one new alienations covering 119,000 acres having been made as against thirty-six alienations covering 63,110 acres surrendered or revoked, making a total net increase of twenty-five holdings covering 55,911 acres. Of the alienations, fifteen had been re-grants, i.e., a renewal of a right of occupancy on its expiry, and of the new grants six had been to Africans and two to public or semi-public bodies.

86. In mining, the Western Rift Exploration Company Ltd. had continued its prospecting of some 35,000 square miles in the south-western part of the Territory and the New Consolidated Gold Fields Ltd. had discovered a phosphate deposit in the Northern Province which would contribute substantially to the economy of Tanganyika if it proved to be large and easily workable. The BP-Shell Exploration Company had reached a depth

of over 12,000 feet at its deep-test well for oil at Mandawa and, although no oil had as yet been found, the results of boring had proved of such geological interest that the Company was likely to continue its search for oil in the Territory. The pilot mill of the Mbeya Exploration Company had produced several hundred tons of partial pyrochlore concentrates, which had been sent to the Netherlands for further treatment and concentration research. The most important development in mining, however, had been the acquisition by the Government of a half share in Williamson Diamonds Ltd., the other half being held by the De Beers Consolidated Mines Ltd. Its board of management consisted of four government directors, one of whom was an African who had resigned his appointment as assistant minister, and four directors appointed by De Beers. The Government was satisfied that under an agreement between it and De Beers the mine would continue to be operated in the best interests of the Territory. During the debate in the Legislative Council in October 1958 the arrangements had been unanimously approved. The new management had already increased African wages and improved conditions of service and was considering proposals for training Africans for higher posts. A programme for proving the reserves of diamondiferous grounds had also been undertaken. The Government would not derive any considerable revenue from the mine until it had paid off the loan it had received from De Beers to enable it to purchase 50 per cent of the shares, but it should continue to receive considerable sums by way of royalties and income tax and, once the loan was paid off, substantial sums should accrue by way of dividends.

87. Considerable progress had been made in the Rufiji basin, including the surveying of three potential dam sites and reservoir areas and of 2,000 acres in the Ifakara area as a possible extension of the Lumemo trial farm. The survey and demarcation of 5,000 acres for a pilot irrigation scheme adjacent to the Rujewa trial farm had also been completed and a number of maps of areas in the Rufiji basin had been compiled. The total number of hydrological and meteorological stations so far established in the Rufiji basin was sixty-five, covering some 68,000 square miles. A geological survey of the Upper Kilombero Valley was in progress, while intensive soil surveys had been undertaken there and in the Bohoro Flats. Perhaps the most important step had been the establishment of a pilot irrigation scheme in the vicinity of Rujewa in the Mbeya District, which was the first large-scale irrigation scheme in the Territory and would eventually cover 5,000 acres. It was the outcome of two and a half years intensive study by eleven experts of the Food and Agriculture Organization of the United Nations working in conjunction with the Tanganyika Agricultural Corporation and contemplated the establishment of a number of farms ultimately to be taken over by African tenant farmers.

88. Schemes designed to increase African productivity throughout the Territory, the greater part of the cost of which was being financed from the Colonial Development and Welfare Fund, included work continued during 1958 on the development of stock routes, the Mbarali pilot irrigation schemes which formed part of the Rufiji Basin development plan and other water development and irrigation schemes, a variety of schemes to encourage African production of cash crops, a plan to increase the productivity of the Territory's forests, the establishment of veterinary

disease-and-investigation centres and schemes to reduce damage done to crops by elephants and other game. As far as tsetse control was concerned, bush-clearing schemes employing established methods of discriminative and selective clearing had been pushed forward in many parts of the Territory. In particular, two important schemes were under way in the Lake Province which would clear 500 square miles in north-eastern Sukumaland and 400 square miles in the Karagwe District. The areas reclaimed would be suitable for cattle and cash crops and the people in adjacent over-populated areas had shown a desire to occupy the reclaimed land as soon as possible. The cost of those schemes was being met in part by a grant from the Colonial Development and Welfare Fund and in part by the local authorities. In many of the areas now being cleared, increasing use was being made of paid labour to replace communal turn-outs wherever the local people preferred that method, while in others clearing camps could be expected to form part of the annual cycle of the life of the community. Experiments were proceeding in the use of both hand and aerial spraying techniques, depending on local conditions.

89. There were three factories in Tanganyika producing manufactured sugar; their production, estimated at 27,000 tons in 1958, was expected to reach 35,000 tons in 1959 and ultimately some 45,000 tons per annum. It was the Government's policy that sugar should be produced in the Territory to the fullest extent to which it could be marketed at prices representing reasonable remuneration to efficient producers and that the consumers should have available to them all the sugar they wanted and were able to buy at the lowest prices consistent with that same criterion. Its paper outlining that policy, submitted in December 1958, had been accepted by the Legislative Council. It was unlikely that production from the three existing factories would meet requirements if the present rising trend in consumption continued. Three additional sugar production projects were under consideration, but there was a danger that the full development of the present factories and those contemplated might well increase production in excess, not only of the requirements of the Territory itself, but also of those of East Africa as a whole and of the East African export quota. A United Kingdom expert had accordingly been asked to submit proposals for the orderly development and expansion of the sugar industry, which would of course entail legislation. The Government's paper on the subject stated that unrestricted investments at present or in the near future could result in serious over-production and that in any legislation that might be enacted the legitimate interests of the three manufacturers actually in production would be safeguarded, while for any further sugar production consideration would first be given to applications from the three concerns which had already informed the Minister for Natural Resources that they contemplated undertaking the manufacture of sugar and preference would be given to applications supported by firm plans with evidence of command of competent management and the requisite capital.

90. The recommendations made in October 1957 by a committee of inquiry concerning the Serengeti National Park, as accepted by the Government with certain modifications, had been endorsed by the Legislative Council in June 1958. A new national park was to be established in the Serengeti plains, mainly to the west of the existing park but including a substantial



area of it, where the clash between the interests of wild life and human beings could be eliminated by the compensation and resettlement of the small number of people living in the area. It had also been decided to establish a special conservation unit to protect the natural resources of the Ngorongoro Highlands. The present financial situation was such that the development of the scheme would not proceed as rapidly as was to be desired unless funds for the purpose were forthcoming from outside Tanganyika.

91. Considerable progress was being made in the improvement of communications in the southern part of the Territory. A twenty-four-mile extension of the Southern Province railway, authorized in April 1958, had been opened to traffic in October in time to carry the season's export crops. Approval had been given in October for the construction of a new branch line, which was the first step towards the construction of a railway into the Kilombero Valley and eventually into the Southern Highlands Province.

92. With regard to roads, the thirty-one-mile Porotos diversion opened in September cut two hours from the time taken by heavy lorries to travel between Iringa and Mbeya. An additional twenty miles of bitumen were being laid between Morogoro and Iringa, while in the Southern Province a programme for bridging on the Mtwara-Songea road had been pushed ahead and permanent bridging on the Songea-Njombe road had been undertaken. The Biharamulo-Mwanza road in the Lake Province was about three-quarters completed and was expected to be opened in April 1959, by which time the Berega section of the East-West trunk road would also be ready, giving all-weather road connexions between Dodoma and Dar es Salaam.

93. An additional port facility had been added with the completion at Dar es Salaam of a new oil jetty to accommodate ocean-going tankers. The new High Court Building at Dar es Salaam had been opened in May 1958 and a new central telephone exchange, which would eventually have a capacity of 10,000 lines, had been opened in November.

94. Turning to the matter of credit for Africans, he said that, when a bill had been introduced in the Legislative Council in June 1957 to repeal the Credit to Natives (Restriction) Ordinance, African members had strongly urged that consideration of the proposal should be deferred to permit further consultation with African authorities and Africans generally, with a result that the Bill had been withdrawn by the Government before the second reading. Further inquiry had indicated that the reaction of African public opinion to the proposed repeal of such restrictions, which were in fact safeguards, varied from whole-hearted approval among the more advanced elements of the population to complete opposition among others. It was hoped that after the second round of the elections African opinion in the matter would have crystallized. In conjunction with the inquiry into African opinion on the repeal of the Ordinance, consideration had been given to the possible need for controlling the activities of money lenders by legislation similar to that in force elsewhere, but the results had confirmed that usury was virtually non-existent in Tanganyika and that no legislative action was called for.

95. In addition to the commercial banks, building societies and co-operative societies, there were four main sources of credit available to Africans. One of

them, the Land Bank, was available to members of all races but the facilities offered by the other three, namely, the Local Development Loan Fund, the African Productivity Loan Fund and the Urban Housing Loan Fund, were restricted to Africans. The activities of the Land Bank were continuing to increase, the number of loans current on 31 December 1958 having been 536 as against 397 at the end of 1957. The total number of loans by the Local Development Loan Fund and the African Productivity Loan Fund outstanding on 31 December 1958 had been 591 as against 495 at the end of 1957. The terms of reference of the Local Development Loan Fund had recently been broadened to cover commercial projects, although no application for such a loan had yet been received. On 31 December 1958 the number of loans current for urban housing had been 290, more than double the figure for the previous year. Such loans were much in demand and the number of good applications exceeded the funds available for the purpose.

96. There had been marked progress in co-operative development, the number of registered co-operative societies having risen from 474 in 1957 to 542, with a membership of some 332,000, in 1958. There were now six consumer societies, a further two probationary consumer societies had been formed, and four more applications for registration of consumer societies were being considered. Among the latest developments were the formation of a small building society, the entry of two societies into the marketing of fish and dairy products, and the establishment of a second co-operative cotton ginnery. The Bukoba Native Co-operative Union, which held the majority of shares in a coffee curing works built during 1958, had completed an agreement with the Government to supply electricity to Bukoba township from its power station at the works.

97. By the end of 1958 a total of thirty trade unions, including 284 branches and having an estimated membership of 46,488, had been formally registered under the Trade Unions Ordinance, 1956, representing an increase of five over the figure for 1957. Unfortunately the trade union leaders lacked experience and the ability to control their members, and a large number of strikes had occurred in violation of union policy, the causes of several of them never having been clearly established. A review of the Trade Unions Ordinance had been undertaken following its first full year of operation and a draft amending bill had been prepared which envisaged the relaxation of certain provisions of the Ordinance and took into account representations by organizations of employers and workers concerning certain sections of the existing legislation. The Trade Disputes (Arbitration and Settlement) Ordinance, 1950, provided machinery for the investigation and settlement of labour disputes and the right to strike was recognized by the relevant provisions of the Trade Unions Ordinance. The fifteen "essential services" in which restrictions had hitherto been placed upon the right of employees to strike or of employers to lock out their workers in certain defined circumstances had been reduced to seven at the December meeting of the Legislative Council. By the end of 1958 there had been 188 formally constituted joint consultative committees, representing some 130,000 workers, apart from the Central Joint Council of the Sisal Industry, the establishment of which was perhaps the most significant labour development of the year. The constitution of that Council provided for the establishment of joint con-

sultative machinery throughout the whole structure of the sisal industry through the medium of regional consultative councils and estate committees at the lowest level. Three officials of the recently formed Tanganyika Sisal and Plantation Workers Union sat on the workers' side of the Central Joint Council. At the Council's most recent meeting new rates of pay affecting some 130,000 workers had been approved. The expert invited by the Government to conduct an inquiry into wage-fixing machinery in the Territory had paid a preliminary visit and expected to return in March for six weeks. His inquiry would include consideration of the legislation under which minimum wage boards were appointed. An inquiry into the terms and conditions of work in Tanganyikan ports was to begin in April.

98. There were now seventy-six government hospitals and dispensaries with beds in the Territory. The new government hospital at Geita had been opened and buildings for new hospitals at Sumbawanga and Maswa had been completed. There were also thirty-six mission hospitals with resident medical practitioners and a number of hospitals maintained by sisal estates and other industrial concerns. There were eight African doctors in government service and three more, who had qualified at Makerere College, were serving their internships. A further twenty-one students from Tanganyika were studying medicine at Makerere. The Southern Province tuberculosis control scheme was now well established and various centres which maintained tuberculosis beds throughout the Territory also operated out-patient schemes, although the acceptance of out-patients was restricted to cases where it was

possible to exercise proper supervision and control over follow-up treatment. The tuberculosis section of the Benedictine Hospital at Peramiho had been opened during 1958 and the construction of the American Baptist Mission's tuberculosis hospital at Mbeya had progressed.

99. The largest mass inoculation scheme ever undertaken in East Africa had been successfully completed at the end of 1958, more than 32,000 children having been inoculated against tuberculosis in the Kilimanjaro area. Poliomyelitis vaccine had been made available to all persons under the age of thirty-four. Accommodation for staff had been completed at the Princess Margaret Hospital at Dar es Salaam and work had begun on the medical centre, health education section and ancillary hospital units. The first ten of the rural medical centres envisaged in the Development Plan had been opened, the buildings having been provided by local authorities, trained staff by the Government and much of the equipment by the United Nations Children's Fund.

100. Continued progress in all fields would depend primarily on two factors: sufficient financial buoyancy to sustain the increased expenditure to which planned development would give rise, and respect for the law on the part of the African inhabitants, as urged by their own responsible leaders. Despite the setbacks experienced in both those fields in 1958, he was confident that Tanganyika's progress during the current year would be even more encouraging than the general picture he had just presented.

The meeting rose at 6.40 p.m.