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DE TUTELLET/353  
23 June 1949

ORIGINAL: ENGLISH

Fifth session

Item 7 of the agenda

PETITION FROM THE TANGANYIKA AFRICAN ASSOCIATION  
CONCERNING TANGANYIKAObservations of the Administering Authority

Note by the Secretariat: The following observations were communicated to the Secretariat by a letter dated 20 June 1949 from Mr. J. Fletcher-Cooke, alternate representative of the United Kingdom on the Trusteeship Council.

The petition<sup>1/</sup> was examined by the Trusteeship Council at its fourth session, at which time the Council adopted a resolution<sup>2/</sup> by which it noted that the petition raised questions of a general nature which had been dealt with in the report of the United Nations Mission to East Africa on Tanganyika, and decided to deal with these questions in conjunction with its final examination of the report of the Mission; it also requested the Secretary-General to forward to the petitioner/s/ any subsequent decisions of the Council made during this examination.

1/ T/PET.2/61E D  
2/ Resolution 74 (IV), T/320  
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#### GENERAL

1. General observations on the petition of the Tanganyika African Association are to be found in the Administering Authority's observations on Chapters I and II of the Report of the Visiting Mission to Tanganyika (T/333). Detailed observations on the various points raised by the petitioners are set out below.

#### EDUCATIONAL CONDITIONS

2. Educational facilities are being improved and expanded in the territory to the limit of the financial resources available. Copies of the Ten Year Plan for the Development of African Education have been supplied to members of the Trusteeship Council. The limiting factor at present is finance rather than shortage of qualified European staff. No serious difficulty has been experienced in recruiting staff except in the case of graduates in science.
3. Scholarships to Universities in the United Kingdom are available under a Colonial Development and Welfare scheme and in addition funds are provided for this purpose in the Ten Year Plan for the Development of African Education. The aim of these scholarships is to fit Africans for higher posts in Government service, including the Education Department.
4. A technical training centre was opened at Mbuluni, Dar es Salaam, in 1945 in connexion with the re-absorption into civil life of demobilized soldiers. A permanent centre is to replace it and a Superintendent of Technical Education is to be recruited, whose first task will be to review the whole question of technical education on the basis of a report recently furnished to Government by two technical and educational experts. In addition Africans are sent to the course organised by the Public Works Department in Uganda in conjunction with Makerere College. The East African Railways and Harbours Administration has its own technical training establishment for Tanganyika at Tabora.
5. Instruction in hygiene forms part of the curriculum of all schools and there is close co-operation with the Medical Department.

#### ECONOMIC CONDITIONS

##### 6. General Labour Conditions

(a) Standards of housing and feeding are laid down by law and it is one of the main functions of the Labour Department to carry out constant inspection and to enforce these standards. To enable the Department to maintain systematic inspection the establishment is being increased in 1949 by six European and nine African Officers. Copies of the relevant regulations were handed to the Visiting

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Mission of the Trusteeship Council. The ration scale, which has been drawn up by the Medical Specialist attached to the Labour Department, provides a balanced diet with a minimum of 3,500 calories per diem.

(b) There has been a marked increase in wages during recent years, in many cases out of proportion to the output of the workers. Further increase in most cases depends on an improvement in efficiency.

The Labour Department regards this as of great importance and has proposed the appointment of an Instructor to introduce the Training-Within-Industry for Supervisors scheme (commonly known as T.W.I.) on the lines followed in the United Kingdom, with the object of raising the standard of supervision and instruction and thereby increasing the efficiency and earnings of labour. It must be borne in mind that measured in terms of output, African labour is expensive.

(c) Migratory labour is not a phenomenon of recent growth, and existed before the establishment of European government; it has its roots in the caravans of the age of exploration and in the development of the clove industry in Zanzibar. For many young men, going off to work far from their homes fills the gap left by the cessation of tribal warfare and has become a tradition. No immediate change therefore would be possible without drastic interference with the freedom of movement and choice of labour. Migrant labourers are not prevented from taking their wives and families with them; many are young bachelors, however, and most of the married men prefer to leave their families at home to cultivate their gardens and maintain their place in the community. Progressive employers now try to establish permanent labour forces of men living with their families. The Administering Authority is in sympathy with this trend towards stabilization. The change, however, must take place gradually, for to attempt to restrict the recruitment of men unaccompanied by their families would disrupt the economy of the Territory.

#### 7. African Labour Inspectors

The authorized establishment of Labour Officers in 1948 was 18 (of whom 14 were stationed in the field), and it is being increased to 24 in 1949. It is the Government's policy to have a cadre of African Labour Inspectors and 4 have already been appointed. It is hoped to appoint an additional 6 in 1949, provided suitable candidates are forthcoming, but

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it will be realized that careful selection and training are necessary. There are also 7 African Labour Sanitary Assistants on the staff of the department, and the number is being increased to 11 in 1949. These men assist Labour Officers on their routine inspections to ensure the observance of the regulations for the general and medical care of labour. Labour Officers make thorough and regular inspections of estates, and it is not clear from the petition what is alleged to be neglected by Labour Officers.

8. Feeling on Land

(a) The statements contained in this section of the petition are misleading and exaggerated. Only in a few areas is there any justification for the statement that shortage of land for African occupation is due to alienation to non-natives. The outstanding case is that found on the Kilimanjaro and Meru mountains in the Northern Province and measures for remedying the position in that area are under consideration (see the Administering Authority's Observations on Chapter III of the Visiting Mission's Report (T/333)). Full details in regard to land-conditions of tenure, alienation and population pressure - are also given on pages 78-81 of the Annual Report for 1947. Agricultural leases are now limited to 33 years. As the date of expiration approaches the question of renewing the leases will be examined in each case in the light of the position then obtaining and of all relevant factors affecting the general economy and needs of the territory at the time.

(b) Other areas in which there is some shortage of land owing to alienation are the Western Usambara Mountains in the Tanga Province, and, to a lesser extent, the Uruguru Mountains in the Eastern Province. In the former area active measures are being taken by the Government by means of demonstration and instruction to improve soil fertility and productivity through improved methods of agriculture, and the area of land available for cultivation is being extended by irrigation schemes. Similarly measures of relief are being put into operation in the Uruguru Mountains.

9. Ex-Enemy Estates

The policy to be followed in regard to the disposal of ex-enemy properties has been the subject of full consideration. The petitioners doubtless have in mind the position in the Moshi and Arusha Districts of the Northern Province. Even if all the ex-German estates on Kilimanjaro and Meru Mountains were to revert to native occupation, no permanent

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solution would thus be afforded to the land problem. The solution, which the Tanganyika Government propose to adopt, lies in developing new land for native occupation on the lower slopes of the mountains (see observations on the petition from the Chagga.)

10. Bestowal of Land

The statement made by the petitioners regarding land alienation cannot be substantiated. The procedure laid down for consideration of applications for rights of occupancy by non-natives is fully set out on page 79 of the Annual Report for 1937 and is strictly complied with.

11. Co-operative Development

The desirability of increasing Co-operative Development staff is fully appreciated by the Tanganyika Government. The number of Co-operative Organisers is being increased from two to four in 1949.

POLITICAL CONDITIONS

12. In saying that the "ballot" has been "solicited for a long time now" the petitioners are grossly overstating the position, and in any case are speaking for a very small minority only of the African population. The ultimate objective is the substitution of some form of election for the present system of nomination for all representative public bodies but the introduction of western electoral methods must, even if accepted as desirable, be a relatively slow process in conditions such as exist in Tanganyika. Before any electoral system of general application throughout the Territory can be introduced, more democratic principles of representation must become effective in the indigenous tribal constitutions. This is the immediate objective of administrative policy and steps in this direction have already been taken in many areas.

13. As regards the petitioners' comments on the appointment of non-native Liwalis it is true that a few posts of Liwali are held by Arabs or persons of Arab descent. These posts are, however, in the larger urban areas where special conditions and circumstances have to be taken into consideration. The population of these areas is very mixed, largely detribalized and predominantly Mohamedan. The person holding the office of a Liwali in such areas must not only be qualified to conduct the normal business of a court but must be a recognized and acceptable authority on Islamic law. The appointment of the present Arab Liwalis was necessitated by the fact that there were no Africans adequately qualified and acceptable to the mass of the people available to fill the posts. The policy, however, is that all such posts should be filled by Africans as soon as and wherever practicable.

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14. By the phrase "amalgamation of Tanganyika, Kenya and Uganda" the petitioners are presumably referring to the inter-territorial machinery which has recently been created for the administration of certain common services. Only a very small minority of the African population are actively interested in this question or are indeed capable of forming an opinion on the issues involved. The statement that this matter "is causing a great anxiety among the indigenous inhabitants of Tanganyika" is therefore misleading. There would appear to be a mistake in the wording of the first part of the last sentence of this paragraph. It has been repeatedly and clearly explained by the Tanganyika Government in public pronouncements that there is nothing in the inter-territorial organisation which can extinguish Tanganyika's present status as a separate territory under United Nations Trusteeship.

#### CULTURAL CONDITIONS

15. Presumably in referring to the nomadic life of certain tribes as "disastrous" the petitioners mean that this mode of existence is not conducive to a betterment of conditions and a raising of the standard of life of the people in question. The Administering Authority fully agrees with this view. With the advancement of education, particularly among the younger members of these tribes, their nomadic habits will give place in due course to a more settled way of life. This is the aim of administrative policy and it is to this end that development projects - provision of permanent water supplies, schools and other social services - are directed.

#### SOCIAL CONDITIONS

16. That there is room for improvement in many directions in African urban areas cannot be denied and as far as the available funds, staffs and materials permit every effort is being made to bring about improvements. The African housing schemes now being carried out are an important item in the programme. In addition to the provision of housing for Government employees at places where accommodation is not available the following housing schemes for Africans are in being or projected:

##### A. In Dar Es Salaam

(1) Scheme is in progress for construction of houses by Government for leasing to Africans, in which, up to date, 76 houses have already been constructed; 60 are under construction; and tenders are being invited for construction in the first instance of a further 62, 2 of which will include shops. It is proposed to continue construction to the capacity of the lay-out which will be 295 houses, of which 13 will include shops. These houses are being built to an approved

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design in which account has been taken of African criticisms of prototypes, and the lay-out makes full provision for open spaces, public buildings, etc. In addition to the preceding, 79 temporary houses have been erected as an emergency measure, but it is not proposed to build more of this type and those already built will probably be replaced by permanent houses within the next few years.

(ii) The acquisition of land for a further large-scale housing scheme on another suitable site is under examination.

(iii) A lay-out has been prepared, on an area of 160 acres of mainly Government-owned land, for plots for African housing to be erected by Africans themselves or by employers requiring to house their African employees. This lay-out also provides for open spaces and public buildings. It is hoped that plots will be available for allocation within the next few months.

B. In Tanga

A lay-out to a maximum capacity of 220 houses, plus public buildings, has been prepared and approved, and authority will be sought at the next meeting of Standing Finance Committee to acquire that part of the site which is not Government-owned land.

C. General

(1) All lay-outs have been prepared by the Town Planning consultants in conjunction with the Public Works Department and accord with the best modern practice. The Town Planning consultants and the Government Town Planning unit are engaged on the preparation and revision of town plans for the Territory's townships.

(ii) A Woman Welfare Officer trained in housing estate management is now being recruited to supervise housing schemes in Dar es Salaam, and assist Africans, especially the women-folk, to adapt themselves to living in improved types of houses.

17. As regards "social conditions" in hospitals the petitioners doubtless refer to the Sewa Haji hospital in Dar es Salaam. Conditions here have been improved as far as possible but neither the building itself nor the site is suitable for a large hospital and there is urgent need for complete new buildings. This is a first priority project in the Development Plan and it is hoped that it will be possible to make a start on it in 1949.

#### STEPS TAKEN TOWARDS SELF-GOVERNMENT

18. The petitioners do not explain what they mean by "concrete steps" in this connexion but it seems from their memorandum that they are mainly concerned with the question of the appointment of Africans to the higher posts in the Administration. This is a natural attitude for a body such as that represented by the petitioners, consisting as it does so largely of Government servants.

19. While it is the aim of educational policy to train Africans for posts of greater responsibility, it nevertheless remains an unfortunate fact that there are at present very few who are qualified to fill other than comparatively subordinate posts in the administration or who have indeed attained the required standards to enable them to qualify for courses of higher education.

20. In their memorandum the petitioners appear to be concerned only with one aspect of the process of training for self-government and to have ignored or overlooked the important fact that a sound central government can only be built on the firm basis of a strong local government organization. It is in this field that training is vitally necessary and where it must in the main first take place. Every effort is being made to bring about the necessary development and evolution on democratic lines of the real foundation of local government, the native administrations of the Territory, and, as they show themselves fitted for it, to place increasing responsibilities upon them. In these developments there is great scope for the training of individuals but those who cry for advancement have to learn that the attainment of academic or technical qualifications is not of itself the whole answer to the problem. Perhaps the most difficult lesson to be learnt is the need for the development of a real sense of responsibility, public duty and integrity. Many Africans do carry out their duties faithfully and efficiently but the number who "fall from grace" when they find themselves in positions of responsibility and free from close supervision continues to be a cause of disappointment to those who have the interests of the African most at heart.

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