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GENERAL

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Eleventh session
Item 4 (b) of the provisional agenda

REPORT OF THE GOVERNMENT OF THE UNITED KINGDOM OF GREAT BRITAIN
AND NORTHERN IRELAND ON THE ADMINISTRATION OF TANGANYIKA
FOR THE YEAR 1951

Note by the Secretary-General

The Secretary-General has the honour to transmit to each member of the Trusteeship Council 2 copies of the report of the Government of the United Kingdom of Great Britain and Northern Ireland on the administration of Tanganyika for the year 1951.^{1/}

Sixty copies of the report were received by the Secretary-General on 13 May 1952.

Onzième session
Point 4 (b) de l'ordre du jour provisoire

RAPPORT DU GOUVERNEMENT DU ROYAUME-UNI DE GRANDE BRETAGNE ET DE
L'IRLANDE DU NORD SUR L'ADMINISTRATION DU TANGANYIKA
POUR L'ANNEE 1951

Note du Secrétaire général

Le Secrétaire général a l'honneur de transmettre à chacun des membres du Conseil de tutelle 2 exemplaires du rapport du Gouvernement du Royaume-Uni de Grande Bretagne et de l'Irlande du Nord sur l'administration du Tanganyika pour l'année 1951.^{1/}

Soixante exemplaires de ce rapport sont parvenus au Secrétaire général le 13 mai 1952.

^{1/} Report by Her Majesty's Government in the United Kingdom of Great Britain and Northern Ireland to the General Assembly of the United Nations on the administration of Tanganyika for the year 1951, Vol. I-II (mimeographed advanced copy).

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REPORT

by Her Majesty's Government in the
United Kingdom of Great Britain and Northern Ireland
to the General Assembly of the United Nations
on the Administration of

TANGANYIKA

under United Kingdom Trusteeship
for the year
1951



LONDON: HER MAJESTY'S STATIONERY OFFICE

1952

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TANGANYIKA REPORT 1951

A. INTRODUCTORY DESCRIPTIVE SECTION

Geographical Description

(a) PHYSICAL

1. Tanganyika consists of that part of the former colony of German East Africa which, under the terms of the Treaty of Peace made with Germany after the 1914-1918 war, the Principal Allied and Associated Powers agreed should be administered under a mandate by His Britannic Majesty.

2. Situated between the great lakes of Central Africa and the Indian Ocean and lying just south of the Equator the Territory has a coast-line extending for a distance of approximately 500 miles from the Umba River in the north to the Ruvuma River in the south. The total area of the Territory is 362,688 square miles, which includes about 20,000 square miles of inland water.

3. The two extremes of topographical relief of the whole continent of Africa lie within the boundaries of the Territory—the massive Kilimanjaro with a permanent ice-cap rising to 19,565 feet above sea-level and the deep trough-like depression filled by the waters of Lake Tanganyika, the world's second deepest lake—but it is in general a land of plains and plateaux. Along the coast lies a plain, varying in width from 10 to 40 miles, behind which the country rises gradually to the plateau which comprises the greater part of the hinterland. Isolated hills and minor mountains and some imposing mountain ranges exist in widely scattered parts of the Territory but the dominant topographical feature is that of flat or gently undulating plains. The great central plateau, which for the most part maintains an altitude of some 4,000 feet and is sharply defined along both its eastern and western margins by a series of steep-sided and deeply eroded escarpments, falls sharply to the west to the level of the lakes (Tanganyika 2,534 feet; Nyasa 1,568 feet)* which lie in the trough of the great Rift Valley. Along both the eastern and western escarpment-edges the plateau has been elevated to form long but relatively narrow belts of high country, rising in several places to over 7,000 feet. The eastern belt is breached by two rivers, the Great Ruaha in a narrow and precipitous gorge and the Mkondokwa in a more mature and evenly graded valley. In the west the fringe of high country bordering the plateau is cut by the valley of the Malagarasi River. This valley provides a drainage inlet to Lake Tanganyika from a large part of the central plateau, and thus extends the Congo-Atlantic drainage basin to within about 350 miles of the Indian Ocean. The Karema Gap, further south, is undoubtedly of tectonic origin and may possibly at one time have formed a water link between Lake Rukwa and Lake Tanganyika. The escarpment to the east of Lake Nyasa is broken by the Ruhuhu River which forms the boundary between the Njombe and Songea districts. The valley of the Ruhuhu is of importance as forming possibly the only practical alignment for a rail connexion between the coast and Lake Nyasa.

4. Approximately half of the two great lakes, Victoria and Tanganyika, lie within the Territory's borders, and lakes Natron, Manyara, Eyasi (in the north) and Rukwa (in the south-west) account for most of the remainder of the 20,000 square miles of inland water. (As the inter-territorial boundary follows the lake shore, none of the waters of Lake Nyasa is contained within the Territory's boundaries.)

5. The river system may be broadly divided into two groups, the rivers flowing into the Indian Ocean and those emptying themselves into the great lakes. The principal rivers draining the central plateau and flowing into the Indian Ocean are, from north to south, the Pangani or Ruvu, which rises in the snows of Kilimanjaro,

*Lake Victoria is 3,717 feet above sea-level.

the Wami, the Ruvu (Kingani), the Rufiji, which is navigable by small vessels for about 60 miles from its mouth, the Matandu, the Mbemkuru, the Lukeledi, and the Ruvuma, which is 500 miles long and has its source in the mountains to the east of Lake Nyasa. Of the rivers which feed the great lakes the more important are the Mori, Mara and Kagera (Lake Victoria), the Malagarasi (Lake Tanganyika) and the Songwe and Ruhuhu (Lake Nyasa).

6. The climate of the Territory is determined by its latitude and its position relatively to the warm Indian Ocean, but it varies greatly according to height above sea-level. Roughly, three climatic zones can be distinguished, though even in these very considerable local variations are to be found.

- (i) The warm and humid coast region with the immediately adjoining hinterland. Here conditions are tropical, the temperature seldom going below 80°F. during the period October-May, when the two rainy seasons occur, but between June and September it is much cooler and conditions are then pleasant. The yearly average temperature is 76°F. and the average coastal rainfall is about 40 inches.
- (ii) The hot and dry zone of the central plateau with an altitude varying between 2,000 and 4,000 feet. The climate of this zone shows considerable variations but its prevailing characteristics are low humidity, small rainfall (20-40 inches annually) and a fairly high mean temperature (over 70°F.) with great daily and seasonal variations, sometimes exceeding 30°F. daily. The heat is dry and not so trying as the moist steamy heat of the coast, and the nights are almost invariably cool.
- (iii) The semi-temperate regions round the slopes of the mountains Kilimanjaro (19,565 feet) and Meru (14,490 feet) in the northern part of the Territory, the "Winter Highlands" further west, the Usambara Highlands in the north-east, the Fipa Plateau in the south-west, and the mountainous areas to the north and east of Lake Nyasa and extending northwards to Iringa (5,000 to 10,000 feet). Frosts occur at the higher altitudes and the nights are cold. These areas enjoy a bracing climate and comprise the only really healthy parts of the Territory.

7. Generally speaking, the rainfall is low for a tropical country but it varies considerably from year to year. There are also considerable local variations in the annual rainfall, the highest falls occurring near the lakes and the high plateaux and the lowest in the central part of the Territory. Except for the northern and middle sections of the coastal belt, where the advent of the rain is dependent on the south-east and the north-east monsoon currents, and the areas around Lake Victoria and the north of Lake Nyasa—where there are two distinct rainy seasons—the greater part of the Territory has generally a one-season rainfall, beginning in November or December and continuing more or less unbrokenly to the end of April or May. In the areas enjoying two rainy seasons there is normally no prolonged period of complete drought but the long seasonal drought which prevails from May to October over the greater part of the central region of the Territory, coupled with a low total annual rainfall, is a great handicap to agricultural development.

(b) POLITICAL

8. The countries immediately adjoining Tanganyika are as follows: on the north, Kenya Colony and the Uganda Protectorate; on the west, the Belgian Congo and the Trust Territory of Ruanda-Urundi; on the south-west, Northern Rhodesia and Nyasaland; and on the south, Portuguese East Africa.

9. The northern boundary runs from the mouth of the Uмба River in a west-north-westerly direction to Lake Victoria at the intersection of the first parallel of south latitude with the eastern shore of the lake (Mohuru Point) and thence westward along the first parallel of latitude to its intersection with the Kagera River, at a point about 70 miles inland from the western shore of Lake Victoria. From this point the boundary follows the Kagera River upstream to approximately 2°25' south latitude and thence goes southward, along the eastern boundaries of Ruanda and Urundi, to Lake Tanganyika. The boundary then follows a line due west to the median line of Lake Tanganyika which it follows in a southerly direction to a point due west of the mouth of the Kalambo River, near the south end of the lake. Thence it goes east to the mouth of the Kalambo River from which point it follows the boundaries of Northern Rhodesia and Nyasaland to the northern end of Lake Nyasa. Thence turning northward the boundary continues along the shore of Lake Nyasa to a point on the eastern shore at approximately 11°33' south latitude. Thence it runs due east to the Ruvuma River, the course of which it follows to the sea.

10. For administrative purposes the Territory is divided into eight provinces, each in the charge of a Provincial Commissioner, who is responsible to the Governor for the general administration of his province. The provinces are divided into districts in the charge of District Commissioners responsible to the Provincial Commissioner. During 1951, the number of districts was increased by one. The island of Mafia, a division of the Rufiji District in the Eastern Province, was declared a separate administrative district. The Headquarters of the Eastern Province were moved from Dar es Salaam to Morogoro. The position at the end of the year was as follows :

<i>Province</i>	<i>Districts</i>	<i>Land area (Square miles)</i>	<i>Headquarters of Province</i>
Central	Dodoma, Kondoa, Kongwa, Manyoni, Mpwapwa, Singida.	36,410	Dodoma.
Eastern	Bagamoyo, Dar es Salaam, Kilosa, Kisarawe, Mafia, Morogoro, Rufiji, Ulanga.	42,094	Morogoro.
Lake	Biharamulo, Bukoba, Geita, Kwimba, Maswa, Mwanza, Musoma, Ngara, North Mara, Shinyanga, Ukerewe.	39,134	Mwanza.
Northern	Arusha, Masai, Mbulu, Moshi.	32,165	Arusha.
Southern	Kilwa, Lindi, Masasi, Mikindani, Newala, Ruponda, Songea, Tunduru.	55,223	Lindi.
Southern Highlands	Chunya, Iringa, Mbeya, Njombe, Rungwe.	45,472	Mbeya.
Tanga	Handeni, Lushoto, Pangani, Pare, Tanga.	13,803	Tanga.
Western	Kahama, Kasulu, Kibondo, Kigoma, Mpanda, Nzega, Tabora, Ufipa.	78,405	Tabora.

11. The seat of Government and the largest town and seaport of the Territory is Dar es Salaam. It was founded in 1866 by Seyid Majid bin Said, Sultan of Zanzibar, and was occupied by the Germans in 1887. The oldest part of the town lies along the northern and north-western shores of an almost landlocked harbour. The Germans transferred their seat of Government from Bagamoyo to Dar es Salaam in 1891. It is the starting point of the Central Line of the Tanganyika railway system, the construction of which took place during the years 1905-1913. The line now crosses the Territory to Kigoma on Lake Tanganyika, with a branch line running from Tabora to Mwanza on Lake Victoria. On the 4th September, 1916 the town was surrendered by the Germans to the Allied Forces. British civil

administration dates from the 21st January, 1919. The present population of the Municipality of Dar es Salaam is estimated at 75,000, which includes the largest unit of African urban population on the East African coast.

12. The second largest town and seaport is Tanga (population 24,000) situated on another well-protected harbour 136 miles north of Dar es Salaam. It is the starting point of the Tanga Line, which runs some 297 miles inland to Moshi and Arusha in the Northern Province and is connected with the Kenya and Uganda railway system. Tanga handles a large tonnage of sisal and copra produced in its low-lying hinterland, and some coffee and tea from the higher country beyond.

13. Lindi (population 10,500), situated 60 miles north of the boundary with Portuguese East Africa and 240 miles south of Dar es Salaam, has a fairly good though narrow harbour. The town is situated on the shores of Lindi Bay in the estuary of the Lukuledi River. It is the centre of an important sisal growing area and has a considerable coastwise export of local foodstuffs, particularly cassava. Goods are transhipped here for transport up the creek to Mkwaya, the present starting point of the Southern Province Railway.

14. Other towns on the coast are Pangani, Bagamoyo, Kilwa Kivinje, Kilwa Masoko and Mikindani. Of these the first two are former slave ports and ancient settlements but now of minor importance and concerned only with coastal traffic. Kilwa Masoko is situated on one of the finest natural harbours on the East African coast and in historical times was a port of great renown. Arab records give the date of its foundation as 975 A.D. but it is probably much older. It was occupied in turn by Persians, Arabs and Portuguese but all that now remains as evidence of its former greatness is a collection of most interesting ruins. The main trade of this area at present is the export of mangrove bark, most of it carried in American ships. Progress has continued on the construction of the new deep-water port on Mtwara Bay just south of the town of Mikindani.

15. Of the inland towns the following are the more important :

Arusha (population 4,600)

The terminus of the Tanga Line and on the Great North Road. Arusha lies at the foot of Mt. Meru at an altitude of 4,620 feet. It has the largest European population of any town except Dar es Salaam. It is the centre of a well watered area, the soil is very fertile, the rainfall good and the heat never excessive.

Moshi (population 7,475)

Situated on the Tanga Line, at a height of 2,700 feet, and at the foot of Mt. Kilimanjaro. Moshi is an important commercial centre in direct rail and road communication with Kenya. The great coffee belt in this district lies on the mountain slopes at an elevation of from 3,000 to nearly 6,000 feet.

Morogoro (population 8,020)

The first town of any importance on the Central Line after leaving Dar es Salaam. It is an agricultural centre and a pleasant hot weather resort in the midst of fine mountainous scenery.

Kilosa (population 2,750)

Situated 182 miles from Dar es Salaam. The hinterland produces considerable quantities of cotton, sisal and rice.

Dodoma (population 10,000)

Situated 288 miles from Dar es Salaam. Dodoma is at the junction of the Great North Road and the Central Railway. An important centre of communications by rail, road and air.

Tabora (population 12,400)

The largest of the inland towns. Situated at the junction of the main line of the Central Railway with the branch line to Mwanza. Tabora, founded by Arabs about 1820, and formerly a great centre of the trade in slaves and ivory, today is important as an airport and as a trade centre for local African produce. It is said that half a million caravan porters passed through it yearly in the eighteen sixties.

Kigoma (population 926)

This is the terminus of the Central Line and a lake port with regular steamer communications with the Belgian Congo, the Trust Territory of Ruanda-Urundi, and Northern Rhodesia. It lies five miles from the more famous Ujiji on Lake Tanganyika, the meeting-place of Stanley and Livingstone and now an African town with a population of over ten thousand.

Shinyanga (population 2,500)

A thriving market town on the Tabora-Mwanza railway line. Centre for the diamond mining area.

Mwanza (population 11,500)

Situated at the south end of Lake Victoria and the terminus of the railway line from Tabora. An important lake port with steamer communications with Kenya and Uganda. Centre of important mining and agricultural activities.

Bukoba (population 3,250)

Situated on the west side of Lake Victoria amidst large African coffee plantations. Mean rainfall 74.8 inches. An important centre of trade.

Musoma (population 620)

Situated on the east side of Lake Victoria. A port of call for lake steamers, it serves the gold mining areas to the east, south and north.

Iringa (population 5,600)

An agricultural centre on the Great North Road 160 miles south of Dodoma.

Mbeya (population 3,000)

Situated on the Great North Road near the south-western boundary of the Territory. An airport and a centre of mining and agricultural activities.

Flora and Fauna

16. Tanganyika has a variety and distribution of natural flora well illustrating the co-relation between topography, climate, soil and vegetation. The vegetation of the Territory is divisible into eight major groupings. These are: closed forest, miombo woodland, bushland and thicket, wooded grassland, grassland, semi-desert, swamps and vegetation actively induced by man.

17. Low-level closed forest, occurring at low altitudes in high rainfall areas and as a fringe to the rivers, is found most extensively in the lower slopes of the main mountain masses (including Kilimanjaro, Usambara, Nguru, Nguu and Uluguru) and in parts of the Lake Victoria basin. It contains a great variety of valuable hardwood species, amongst them several African mahoganies (*Khaya* and *Entandrophragma*) and Iroko (*Chlorophora*).

18. Mountain forest (found mainly between 5,000 and 10,000 feet, on Kilimanjaro, Meru, Usambara, Uzungwa, Rungwe and the Livingstones) is of at least equal importance from the productive aspect and has incalculable protective value. This type contains two valuable softwoods, African Pencil Cedar (*Juniperus procera*) and Podo (*Podocarpus* spp.), and a number of useful hardwoods including East African Camphorwood (*Ocotea usambarensis*) and Loliondo (*Steganthus welwitschii*).

19. The miombo woodlands (*Brachystegia—Julbernardia—Isoberlinia—Pterocarpus* and other species *savanna*), found chiefly in drier inland areas at altitudes between 1,000 and 4,000 feet, is the most extensive vegetational type in the Territory. It covers some 119,000 square miles, or approximately one third of the total land and water area of the country. By comparison with this figure, the area of closed forest (4,000 square miles) is very small. This forest type is of immense potential value but the correct usage of most of its species has yet to be determined. So far very few of its timbers are in general use, a notable exception to this generalization being Mninga (*Pterocarpus angolensis*), of which a greater volume is cut annually than of any other timber in Tanganyika.

20. The coastal bushland includes a wide variety of vegetation types. Its most important timbers are Iroko (*Mvule*), Mbembakofi (*Afzelia quanzensis*) and Mpingo or African Blackwood (*Dalbergia melanoxylon*).

21. The mangrove swamps found in tidal waters along the coast have for long been a source of building poles and firewood. Mangrove bark for tanning is an important minor forest product.

22. The Territory possesses, in common with other countries in the central belt of Africa, large numbers of wild mammals evolved in the Pliocene Age, consisting of many species of antelope and other artiodactyla, elephant, hippopotamus, rhinoceros and giraffe. The chief carnivora are lion and leopard. Various types of monkeys are plentiful, but anthropoid apes are rare.

Wild birds of all kinds are plentiful, the most striking being the ostrich.

Crocodiles abound in fresh waters and many species of lizards and other small reptiles exist. There are several poisonous snakes, the most dangerous being the black mamba (*Dendroaspis Angusticeps*) and the puff adder (*Bitis s. Echinida Arietans*).

The export of live animals to overseas zoos at present constitutes a considerable commercial activity.

Fish are plentiful in the lakes and larger rivers. An interesting species from the palaeontological point of view is the mudfish, believed to be of very ancient origin, which exists in the central parts of the Territory.

Insect life abounds, as in other hot countries. With the exception of bees they for most part play a destructive rather than a constructive part in the country's economy. Insect pests are a sore burden for the cultivator, and insects of various species are the vectors in the transmission of malaria, trypanosomiasis among men and beasts, and other diseases.

Of the arachnids, ticks of various kinds abound, two species of them causing East Coast fever among cattle and relapsing fever among humans.

Population

23. A complete census was taken in 1948 and a further partial census will be undertaken in 1952. A conservative estimate of the population at the end of 1951 was 7,700,000 Africans, 71,000 Asians and 16,000 Europeans.

24. Among the Africans some 120 tribes can be distinguished. Some of these number only a few thousand persons, while the largest tribe in the Territory, the Sukuma, represents 12 per cent. of the African population and numbers nearly 900,000. Other large tribes in numerical order are the Nyamwezi, Ha, Makonde, Gogo, Haya and Chagga. These seven tribes together comprise 35 per cent. of the African population and added to a further six smaller tribes next in order make just 50 per cent. of the total African population. In numbers the Tanganyika Sukuma are exceeded in East Africa only by the Kikuyu of Kenya.

25. The ethnic composition of the different tribes varies considerably, as will readily be understood when the diverse racial stocks which have found a place within the Territory's borders are recalled. The aboriginal inhabitants of Central Africa are believed to have been a dwarf-like people whose scattered descendants are to be found amongst the bushmen in South Africa, the pygmies in Ruanda and the Semliki Forest (Belgian Congo), and the helot races living with some of the Hamitic tribes further north. In Tanganyika very few aboriginal elements still exist in a pure form but the Sandawe, a small tribe living in the Kondoa district of the Central Province and akin to the bushmen of South Africa, probably contain more elements of the very early stock than any others of the indigenous inhabitants. Other aboriginal tribes—few in numbers and living in remote parts of the Territory—are the Dorobo of Masailand; the Kangeju, also known as Kindigo or Tindiga, who live near Lake Eyasi; and the Kiko or Nyahoza, who inhabit the swamps of the Malagarasi.

26. A negroid race is believed to have migrated about the beginning of the pluvial period and to have overrun north and east Central Africa. The Mbugu in the Usambara Hills are believed to be the only remaining descendants of this race, but ethnographical remains of them may have survived amongst the Zaramo in the hinterland of Dar es Salaam, and in the Uluguru Hills.

27. In the wake of the negroes came the Proto-Hamites, also from Asia but from a more northerly and westerly direction. Their language was quite distinct from that of the negroes; they brought with them the dog and the goat, and they introduced the sorghum and other grains. These people mixed with the negroes and produced the earlier "Bantu" races, which are represented by the Nyamwezi-Sukuma group, the Hehe, Bena, Makonde, Kinga, Zaramo, Zigua and other tribes. Unlike the word negro, the name Bantu refers primarily to language, not to physique. Whereas the negroes do not form a unit linguistically, but speak the most diverse tongues, the Bantu languages all belong to one family.

28. Following on the Proto-Hamites, the light-coloured Hamites migrated to Africa, some via Suez and some via Bab-el-Mandeb. The majority of these wanderers, who generally preferred a nomadic, cattle-herding life, spread along North Africa, while others pressed south. Many intermarried with the earlier inhabitants, their descendants now being known as the Younger Bantu and the Central Bantu. The most notable of the former in the Territory are the Chagga, Arusha, Pare, Digo, Gogo, Nyaturu, Irangi, Iramba and Mbugwe; and of the latter the Ha, Subi and Zinza. Other descendants of the Hamites, notably the Hima and Tusi living on or near the western shores of Lake Victoria, have kept their blood comparatively free from negro admixture and this is reflected in the distinct physical type of their features.

29. During the last century the Masai were pushing south, sweeping all before them as far as the centre of the Territory. They are of distinct Hamitic stock. Their manner of living has made them particularly immune to the effects of civilization although they live in close proximity to considerable areas of European settlement. They are not confined to Tanganyika; a large part of the tribe lives in Kenya. About the same time the Zulu peoples from south of the Zambesi

River penetrated into and occupied parts of the Territory as the spearhead of one of the greatest movements of African Bantu. Like the Masai, the Zulu tribes were cattle rearers and raiders. They were also slave hunters, but they possessed a capacity, lacking in the Masai, to absorb the conquered peoples. They reached as far as Lake Victoria, where a small group of their descendants, known as the Tuta, lives in the Sumbwa country to this day.

30. A peaceful migration of recent years has been a movement from across the Ruvuma River, the southern boundary of the Territory, of Bantu Yao and Makua, who have settled among the Donde and the Makonde to the north of the river.

31. The most important people on the coast are the Swahili, who are hybrids between Arabs or Persians and indigenous African tribes. Living as they do on a long narrow strip of coast and in scattered archipelagos they have not attained any degree of tribal or political unity but they have exercised a widespread influence, chiefly through their language.

32. The bulk of the Asian population of the Territory are Indians, representing a considerable number of communities, sects and creeds. The Arab community, of whom many are the descendants of the early Arab traders, settlers and slave dealers, have to a considerable and increasing extent intermarried with the indigenous peoples. Other races and groups numbered among the "Asian" population are Goans, Chinese, Sinhalese, Seychellois, Syrians, Comorians and Baluchis.

33. Included in the present European population of the Territory are nationals of more than thirty different countries.

Cultural Structure

34. **Religion.** The large majority of the indigenous population are pagan. This is not to say that they have no religion but such external signs of religion as temples, priests and sacrifices, which are or have been common in some parts of Africa, are singularly lacking among the peoples of this Territory. Religious practices vary from tribe to tribe but certain beliefs are shared by many of them and among these is a common belief in the unity of the dead and the living. The soul is believed to emanate from an unseen world composed of the spirits of the dead and other spirits. (The real meaning of the Bantu name for a deity, in its slightly varying forms, seems to be "spirit who requires to be propitiated".) It is commonly believed that a spirit is responsible for animating the body of an unborn child and divination ceremonies at birth are necessary to establish the identity of the vivifying spirit. The basis of religious ideas and observances is, therefore, "ancestor worship", surviving in a very fragmentary form but still distinctly traceable. Among these people corpses are buried and offerings are made on the graves.

35. Many tribes have a conception of a Supreme Being. Generally speaking, this Being is regarded as taking little direct interest in the day-to-day life of mortals and is not regarded as an object of true worship. Among the Masai and their kindred tribes religious ideas are based on the belief in a "sky spirit" to whom prayers are offered. Among these people is found hardly any idea of existence after death or of ancestor worship.

36. A belief in magic and the practice of witchcraft are common to most of the tribes, particularly the Bantu, and in some parts still play a very important part in tribal life. In its more harmful manifestations the practice of witchcraft may have dire consequences. In some of the more remote and backward areas there is still a tendency to regard every misfortune in family or tribal life as the result of evil magic, and witch-doctors or witch-finders are employed to discover the culprit.

The indication of some unfortunate person as the "witch" is sometimes followed by his or her death. In some tribes what may be described as beneficial magic, to secure the protection of the tribes from misfortune, to ensure the fertility of the soil, to bring rain, and so on, is performed by the Chief on behalf of his people. In other tribes this is the function of special persons believed to be gifted with occult powers, and in some cases the holders of hereditary offices. In general it may be said that priestly office holders enjoy no privileges beyond those accorded to them by the credulity or superstition of their tribesmen, and the law gives no recognition to their personal status. On the other hand the law endeavours to curb the activities of the "witch-doctors", who in many of the backward and more remote areas still exercise considerable power and influence, by the provisions of the Witchcraft Ordinance under which, *inter alia*, the practice of witchcraft—defined as including sorcery, enchantment, bewitching, or the purported exercise of any occult power, or the purported possession of any occult knowledge—is declared to be an offence.

37. Mohammedanism is the religion of the bulk of the people on the coast and in a number of the older inland towns, particularly those which in the last century were centres on the routes of the slave caravans.

38. During the past half century missionary influence has gradually spread throughout much of the Territory and the Christian religion is becoming more and more widely accepted. Many districts are now largely christianized and further steady progress has been made during the year under review.

39. **Languages.** Linguistically the territorial picture is as varied as the number and diversity of the local tribes would lead one to expect. While the majority of the indigenous inhabitants are Bantu-speaking there are considerable variations within this linguistic group and tribes speaking different Bantu dialects may still be unintelligible to one another. In addition to Bantu there are various languages which are Hamitic or Nilotic in origin and, in the south, others containing Zulu influences. An interesting survival is the language spoken by the Sandawe people; it contains clicks and gutturals akin to those used by the Kalahari Bushmen in South Africa.

40. Swahili, the language of the coastal people, is understood throughout the length and breadth of the Territory and forms an invaluable *lingua franca*. It is Bantu in origin, enriched by many words of Arabic and, to a lesser extent, Persian, Hindustani and Portuguese, and grew out of the long contact between Arab and Bantu in Zanzibar and along the neighbouring coast. Swahili, as the language of Zanzibar, was the language of trade and penetrated everywhere on the lines of the trade routes, while it possessed the added prestige of being the vehicle of Arab ideas and civilization. There are several "dialects" of Swahili, but the form spoken in Zanzibar known as "Kiunguja" is the most widely known and has been adopted by the Governments of Tanganyika, Kenya Colony, Uganda and Zanzibar, as the basic standard dialect for literature, both for educational and for general purposes.

41. **Social Organization.** The social structure of the indigenous population varies from tribe to tribe and it would be necessary to go to considerable length to give anything like a complete picture. Fundamentally there are certain characteristics of general application, such as the prevalence of a subsistence economy with a limited range of differences in individual wealth, the recognition of bonds of kinship with obligations extending beyond the family group, and the strong attachment of the people to their land. Most of the people are agriculturalists, largely engaged in growing food to meet their own requirements, but also producing a limited quantity of cash crops for sale. Many are at the same time cattle-owners,

while there are a few tribes, e.g., the Masai, which are purely pastoral. In many areas cattle are the most prized form of wealth and are often connected with religious and magical belief and practices. A point of particular importance is the extent to which cattle are used for the payment of bride-price by the family of the bridegroom to that of the bride, a payment necessary to regularize the marriage.

42. In many tribes admission to adult membership is gained by initiation ceremonies. These ceremonies vary in form; sometimes both sexes have initiation rites and ceremonies and in other cases only one sex. In the case of boys in certain tribes a whole age-grade will be initiated at one time. In former times the age-grade was used as the basis of the tribal fighting organisation and it still has some significance in connection with the assumption of a position of political responsibility or authority.

43. Tribal government is, generally speaking, in the hands of a chief, assisted by sub-chiefs who in turn rely upon village headmen or elders. Among some of the Bantu and Nilo-Hamitic peoples, however, there is no traditional form of centralized political organization; clan elders exercise a degree of authority over the members of their own clan groups, but they do not acknowledge any common allegiance to a single head. In some of the politically centralized tribes there is a recognized ruling clan and hitherto sub-chiefs have invariably been relatives of the paramount chief. In other cases it has been customary for the paramount chief to select and appoint his sub-chiefs either because of their personal qualifications or as a reward for services rendered. As has already been mentioned, the office of chiefship often combines ritual and priestly functions with executive and other responsibilities.

44. Although fundamentally the actual tribal social structure has in most areas remained unaltered since the introduction of European administration, the tribal system is gradually but surely being modified to bring it into line with modern conceptions of local government. One of the first tasks of the British Administration was to remedy the position created by the disruptive system of district administration adopted by the former German government under which in most parts of the Territory the tribesmen were administered through alien officials instead of through their own tribal authorities—and to build up a system of administration based on recognized and accepted tribal institutions. Then followed a process of consolidation by the amalgamation or federation of small groups, pooling their resources and strengthening their position as administrative units. This process is a continuing one, with the logical objective of ultimately achieving a territorial unification of the many existing tribal groups, and while it continues other important developments are taking place. The traditional forms of tribal constitution are being modified, the basis of administration is being broadened, and the principle of popular representation is becoming more and more widely accepted and established. Details of the progress made in these developments during the year under review will be found in a later section of this report.

Historical Survey

45. There has existed on the coast of East Africa an ancient civilization from very early times. It is known that the natives of East Africa had trade connexions with Arabia and India before the beginning of the Christian Era, and that there was a regular migration of Himyarites from South Arabia to South Africa. It is also probable that such localities as the Lamu Archipelago, Mombasa, Tanga, Pangani, Dar es Salaam and Kilwa, which offer obvious advantages as ports, were repeatedly occupied before the oldest civilization of which there is any record. The Greek geographer Ptolemy (about A.D. 150) gives some account of East

Africa as then known. An earlier description of the East African littoral is to be found in the *Periplus of the Erythraean Sea*, where reference is made to the island of Menouthias and to a town called Rhapta. The former was either Zanzibar or Pemba; the latter is thought to be either Pangani or a town in the delta of the Rufiji River.

46. Active colonization by Arabs from Oman appears to have been begun in the 8th century A.D., as a result of the spread of Islam, but it is possible that settlers arrived from both Arabia and Persia many centuries earlier, though there is no detailed information respecting this movement. Whether the Arabs were preceded or followed by the Persians is uncertain, but the presence of true Persians on the East African Coast has been established by the discovery of Persian inscriptions and coins and of ruins of Persian architecture.

47. The oldest known town in Tanganyika is Kilwa-Kisiwani (Kilwa-on-the-island), the Arabic chronicles of which were published in the Journal of the Royal Asiatic Society for 1895 (another version can be found in Barros, *Da Asia*, Lisbon, 1778). According to these "Chronicles of Kilwa" the town was founded by a son of the King of Shiraz about the year 975 A.D. Extensive and interesting ruins still remain, in particular an old Arab fort, several mosques and a palace. Similar and still more interesting ruins are to be found on the neighbouring island of Songo Mnara.

48. The Arabian and Persian colonies in East Africa are said to have reached the height of their prosperity between 1100 and 1300 A.D. That the towns enjoyed a considerable degree of prosperity and civilization is recorded by Ibn Batuta, the Arabic geographer, who visited Mogadishu, Mombasa and Kilwa in 1328. It is perhaps of interest to mention that the Chinese, attracted by the ivory, gold, tortoiseshell, ambergris, and slaves exported from these shores, despatched fleets on several occasions to East Africa, the last known visit occurring in 1430. Chinese coins dating between A.D. 713 and 1201 have been found at Kilwa and Mogadishu.

49. The authentic history of East Africa can be said to commence when in 1498 the first Portuguese expedition under Vasco da Gama sailed along this coast on its way to India. The Portuguese found on their arrival a series of independent towns, peopled by Arabs, but not united to Arabia by any political tie. Their relations with these Arabs were mostly hostile, but during the 16th century they firmly established their power and ruled with the aid of tributary Arab Sultans.

50. Towards the end of the 16th century, two new, though only transitory, powers made their appearance and played their part in harrying the coast towns—the Turks and the Zimbab. A Turkish corsair in 1585 ejected the Portuguese from most of their settlements, but was eventually defeated by the Portuguese, who allied themselves to the Zimbab, a tribe of Zulus from south of the Zambesi. After the defeat of the Turks, the Portuguese, with the aid of the tribe of Segeju, proceeded to make war on the Zimbab, whom they entirely overthrew. The Portuguese rule, however, rested always on rather weak foundations, and the Arabs of Oman and Muscat succeeded in throwing them out of Oman in 1650, and proceeded to attack them in Africa. Between 1660 and 1700 there was much warfare and burning of towns, but the advantage remained with the Arabs, who captured Mombasa in 1698, after a siege lasting 33 months, and then occupied Pemba, Zanzibar, and Kilwa, driving the Portuguese out of practically all their East African possessions except Mozambique.

51. Except for an unsuccessful Portuguese attempt at reoccupation in 1727-1729, little of moment occurred on the coast of East Africa during the 18th century. The tie which connected the East African colonies with the distant Court of

Muscat was a weak one, and the supremacy of the Imam of Oman, as his name implied, was mainly spiritual. The allegiance to Muscat became more and more shadowy till about 1740 when the Mazrui Governor of Mombasa and the Navahani King of Pate declared themselves independent and proceeded to fight with one another for the supremacy of the Coast. This declaration of independence was probably connected with a revolution in Oman when the Yorubi were replaced as the ruling family by the Bu Saidi, from whom the present Sultan of Zanzibar is descended. For nearly 100 years the Bu Saidi did not trouble much more than the Yorubi had done about their African possessions until Said bin Sultan, the fifth of the line, transferred his capital in 1832 from Muscat to Zanzibar, which until then had played a comparatively small part in the history of the coast.

52. The second period of Arab domination was the great period of the slave trade. Bagamoyo, Sadani or Pangani were the usual points of departure, and Tabora the most important inland centre. The Arabs made no attempt to introduce Mohammedanism or conquer the countries of the interior, but merely deported the inhabitants to the coast or elsewhere.

53. After Seyid Said's death in 1856 his territories were divided between his two elder sons, and Zanzibar became an independent Sultanate. From this period until the partition of Africa between the European powers began in the 'eighties, few political events of importance occurred in East Africa.

54. The country now known as Tanganyika came under German influence largely through the initiative of Dr. Karl Peters. In 1884 he journeyed into the interior and in six weeks concluded twelve treaties with chiefs, whose chiefdoms were then declared to be German territory. In 1885, after Peters had returned to Berlin, the land he had acquired was placed under the protection of the Imperial German Government. A ten-mile belt along the coast was regarded as belonging to Zanzibar but in 1888 Germany acquired the right of collecting duties on the coast and in 1890 took over the coastal strip on payment of £200,000 to the Sultan of Zanzibar.

55. For some time after their acquisition of the territory the Germans were engaged in quelling risings. In 1889 there was an Arab rising and from 1891 to 1893 the Germans were engaged in war with the Hehe, a warlike people occupying the plateau region in the vicinity of Iringa. There followed numerous small punitive expeditions up to 1905 when there broke out a serious rebellion, known as the "maji-maji" rising, in the southern areas and extending from Lake Nyasa in the interior to Kilwa on the coast. This rebellion was put down by the Germans with extreme severity and it virtually saw the end of resistance to German power.

56. Soon after the outbreak of the 1914-1918 war clashes took place between British and German forces on the northern frontier of the Territory, but the serious attempt to occupy the country did not begin until 1916. By the end of that year all the country north of the Central Railway was occupied by British or Belgian forces and a provisional Civil Administration was established for that area on the 1st January, 1917. In November, 1917, the German forces were driven across the Ruvuma River into Portuguese East Africa and the occupation of the whole of the Territory was then completed.

57. By Article 119 of the Treaty of Peace with Germany, signed at Versailles on the 28th June, 1919, Germany renounced in favour of the Principal Allied and Associated Powers all her rights over her overseas possessions, including her East African colony. The Principal Allied and Associated Powers agreed that His Britannic Majesty should exercise a mandate to administer this former German colony, except for the areas of Ruanda and Urundi, for which the mandate was given to the Belgian Government.

58. In 1920, by the Tanganyika Order in Council, 1920, the office of Governor and Commander-in-Chief of the Territory was constituted. Since then the administration of the Territory has continued to be carried out under the terms of the Mandate until the establishment of the Trusteeship System under the Charter of the United Nations.

59. The first years after the 1914-1918 war were a period of reconstruction, both economic and political, and the Territory continued to make steady progress in prosperity until the set-back caused by the world-wide depression during the years 1929-1932. Recovering from the effects of that paralysing period the Territory again went forward until it began to feel the effects of the uneasy years immediately preceding the outbreak of another world war and its economic stability was threatened by political uncertainty. During the next six years the energies of the Territory had to be concentrated on the effort to play the most effective part possible in the struggle against aggression and for the preservation of the principles of true democratic liberty.

60. After the cessation of hostilities, the Territory again set itself to the task of recovery and rehabilitation. Even during the war years plans were being prepared and since then the problem has been to find the means, manpower, money and materials to put these and other later plans into execution. For some time the serious shortage of essential supplies and technical staff acted as a brake on development but by the end of 1952 it should be possible to show considerable achievements in the development of both communications and natural resources.

B. STATUS OF THE TERRITORY AND ITS INHABITANTS

Status of the Territory

61. **Basis of Administration.** The basis of the administration of the Territory in international constitutional law is the Trusteeship Agreement approved by the General Assembly of the United Nations at New York on 13th December, 1946. The basis of the administration in democratic constitutional law is in Orders-in-Council under the United Kingdom Foreign Jurisdiction Act, 1890.

62. The constitution of the Territory is set out in the following Orders-in-Council:

- The Tanganyika Order in Council, 1920.
- The Tanganyika Order in Council, 1939.
- The Tanganyika Order in Council, 1948.
- The Tanganyika Order in Council, 1949.
- The Tanganyika (Legislative Council) Order in Council, 1926.
- The Tanganyika (Legislative Council) (Amendment) Order in Council, 1945.
- The Tanganyika (Legislative Council) (Amendment) Order in Council, 1948.
- The Tanganyika (Legislative Council) (Amendment) Order in Council, 1949.

63. **Administrative System.** The Territory is administered by the Governor assisted by an Executive Council consisting of official and unofficial members. During 1951, the number of unofficials was increased by two, one of whom was an African. The function of this Council is to advise the Governor on all matters which the law prescribes should be dealt with by the Governor in Council and on such other matters as he may see fit to refer to the Council. If in any matter the Governor takes action contrary to the advice of the Council, he must report the circumstances to the Secretary of State, giving the grounds and reasons for his action.

64. **Legislative System.** The laws of the Territory are enacted by the Governor with the advice and consent of the Legislative Council. This Council, as at present constituted, consists of the Governor as President, fifteen *ex-officio*

and nominated official members and fourteen unofficial members. On a Bill being presented to the Governor after being passed by the Legislative Council he may either assent, dissent or reserve the Bill for signification of Her Majesty's pleasure. Ordinances may be disallowed wholly or in part by Her Majesty on the advice of the Secretary of State. Subject to this provision and to Acts of the United Kingdom Parliament, the Legislative Council is a sovereign legislature with full legislative and budgetary competence within the Territory.

65. Judicial System. The supreme judicial organ in the Territory is Her Majesty's High Court of Tanganyika, established under the Tanganyika Order-in-Council, 1920. In all districts there are courts subordinate to the High Court and governed by the provisions of the Subordinate Courts Ordinance, 1941, which replaced the Courts Ordinance, 1930. Throughout the Territory indigenous tribunals, known as Local Courts, have been established under the provisions of the Local Courts Ordinance, 1951, which has replaced the Native Courts Ordinance, 1929. This Ordinance prescribes the nature of the constitution of the courts, the extent of their jurisdiction—both civil and criminal—and their procedure. These courts administer the local customary law but may also be empowered by order to administer all or any of the provisions of Territorial Ordinances. Fuller details of the judicial organization in the Territory will be found in Section E(d) of this report.

66. Local Government Organization. Throughout the rural areas of the Territory the executive functions of local government are exercised by established Native Authorities, with jurisdiction over the indigenous inhabitants within their respective areas. The administrative units vary considerably in size and stage of development and the extent to which they are being modified by the introduction of democratic principles is described in a later section of this report. The executive heads of the units may be individual chiefs or councils or federations of chiefs or, in areas where the people have no closely knit tribal constitution or there is a mixture of tribes, the authority may be a council of headmen. Whatever the form of these local government units, however, they all derive their legislative and executive powers from the provisions of the Native Authority Ordinance. In addition to the specific powers to make orders and rules conferred upon them by this ordinance, many Native Authorities also exercise certain residual powers derived from recognized and established native law and custom. All these local government units have financial responsibilities, with their own treasuries and annual estimates of revenue and expenditure. The general financial position of the treasuries is shown in Appendix VI. C.

There has been a substantial development of Councils in the past five years, the aims being the separation of judicial functions as opportunity offers, the transference of legislative functions from the individual Native Authority to the Council or the Chief in Council, the subordination of the executive to the Council and the replacement of the system of nomination by some system of election.

67. There are 30 Township Authorities in the Territory and one Municipal Council in Dar es Salaam. The membership of these authorities varies, but usually consists of the District Commissioner as Chairman, a number of officials including a Medical Officer and a Public Works Department Engineer and a number of unofficial representatives. The number of African unofficial representatives is steadily increasing.

The duty of a Township Authority is to keep the area for which it is responsible in a clean and sanitary state, to ensure that passable roads and footways are provided and to maintain control over building. Most of these duties have hitherto been carried out by officials of the Provincial Administration, Public Works

Department and Medical Department and the degree of control exercised by the authorities varies greatly. Of the 30 townships 21 have separate budgets. All expenditure is financed from Government grants. In addition to the declared townships, there are certain agglomerations declared as Minor Settlements which are urban in character. In the same category there are certain district centres with large African and smaller non-African populations. Where Minor Settlements are under the jurisdiction of Native Authorities, non-natives are occasionally appointed to assist the Native Authorities. The most flourishing example of such a mixed body is in Ujiji. There are certain Minor Settlements which are not under the jurisdiction of Native Authorities and these have "mixed" Minor Settlement Authorities to administer them.

68. In the wider field of local government two Provincial Councils have been established—in the Lake and Southern Highlands Provinces. These councils, which are composed of official members and of non-official members representative of the several races, were intended to serve as models for similar bodies in the other provinces, but further consideration of the whole question of provincial or regional councils now awaits the result of the investigations recommended by the Constitutional Development Committee. As requested by the Trusteeship Council, the published report relating to the work of the Committee is included as Appendix I to this annual report.

Status of the Inhabitants

69. **National Status and Citizenship.** In the strict sense of the term no special national status has been granted to the indigenous inhabitants of, or persons connected by birth or descent with, the Territory. They are described as "British Protected Persons". This is a legal term which is used to describe the status of persons belonging to protectorates, protected states, and trust territories. This status confers upon the persons concerned within their own territory the same rights as are enjoyed by British subjects and entitles them in any foreign country to equal rights of diplomatic or consular protection. In other respects, however, British Protected Persons do not enjoy the full rights or share the full responsibilities of citizenship of the United Kingdom and Colonies. Residence in the Territory does not of itself confer any national status or citizenship, but under the provisions of the British Nationality Act, 1948, it counts as a qualification for the acquisition of citizenship of the United Kingdom and Colonies by naturalization.

70. **Immigrant Communities.** All inhabitants of the Territory who are not indigenous or connected therewith by birth or descent retain their individual national status and citizenship. Within the Territory they share the same rights and responsibilities under the law, irrespective of race or sex.

71. **Protection of Person and Property.** All the peoples of the Territory, indigenous and non-indigenous, enjoy in the United Kingdom and in British colonies, protectorates and other dependencies the same guarantee as regards the protection of their persons and property as do the peoples of such colonies, protectorates and other dependencies.

72. **Civil Registration.** There is at present no civil register in the Territory and the compulsory registration of births and deaths is confined to the non-indigenous section of the population. The value of complete civil registration is fully appreciated but in present circumstances the compulsory registration of births and deaths among the indigenous population throughout the Territory is not practicable. Apart from the obvious difficulties presented by the sparseness and scattered nature of the rural population in many parts of the country, and the extent to which illiteracy still exists, it would be quite impossible to provide the necessary staff for such an undertaking. However, in a few areas, Native Authori-

ties have issued regulations to provide for the compulsory registration of births and deaths and elsewhere local studies of population growth have been undertaken.

C. INTERNATIONAL AND REGIONAL RELATIONS

73. Treaties, Conventions, etc. A list of the international treaties, conventions and agreements which apply or have been applied to the Territory is given in Appendix XXI.

74. Co-operation with the United Nations. The Administering Authority has continued to co-operate to the fullest possible extent with the organs of the United Nations and with the Specialized Agencies in supplying required statistical and other information.

75. During its ninth session the Trusteeship Council examined the reports of the Administering Authority on the administration of Tanganyika for the years 1949 and 1950. A special representative from the Territory attended the session to answer both written and oral questions. During the year under review the Trusteeship Council examined six petitions from the Territory, two at the eighth session and four at the ninth session. In regard to five of these petitions—three concerning personal matters, one raising a question of local administration and one an anonymous document—the Council found that no action by it was called for. In the other cases the attention of the petitioners was drawn to the fact that the general questions concerning constitutional development raised in their petition had been and would continue to be examined by the Trusteeship Council in connexion with its annual examination of conditions in the Territory.

76. During its seventh session the Trusteeship Council decided that the next periodic Visiting Mission appointed under the provisions of Article 87(c) of the Charter should visit East Africa in 1951. The composition of the Mission was decided during the eighth and ninth sessions of the Council. Mr. Enrique de Marchena (Dominican Republic) was appointed Chairman and the other members appointed were Mr. G. R. Laking (New Zealand), Mom Chao Dilokrit Kridakon, (Thailand) and Mr. W. I. Cargo (United States of America). The Secretariat party accompanying the Mission was led by Mr. Victor Hoo, Assistant Secretary-General in charge of the Department of Trusteeship and Information from Non-Self-Governing Territories.

77. The Mission arrived at Mwanza (Lake Province) from Ruanda-Urundi on the 13th August. During a heavy programme covering the next five weeks visits were paid to all the provinces in the Territory and the tour ended with three days in Nairobi, Kenya, where the Mission had an opportunity of studying the working of the Inter-Territorial Organization as affecting Tanganyika and of discussing the operation of the common services. As far as the time available permitted every effort was made to enable the Mission to see as much as possible of life and conditions in the Territory and to meet members of all sections of the community.

78. Non-Governmental Activities of an International Character. As was mentioned in the annual report for 1950, the International Refugee Organization ceased to function in East Africa before the end of that year but there were then still 132 persons with the status of refugees remaining in Tanganyika. Of these ninety-eight have been resettled during 1951. The case of thirty persons whom it has not been possible to resettle because of their criminal records or for other reasons are still under consideration. There are four mental cases which the Administration has agreed may remain in the Territory for as long as treatment continues to be necessary.

79. The International Red Locust Control Service is operating in the Territory. The cost of this service, of which Tanganyika bears 9.92 per cent., is shared by the East and Central African territories under British Administration, Southern Rhodesia, Belgian Congo and Ruanda-Urundi, the Union of South Africa and the Portuguese territories of Angola and Mozambique.

80. The only other non-governmental bodies in the Territory which can be described as of an international character are the missionary societies, to whose activities references will be found in later sections of this report and whose workers include members of many different nationalities.

81. **Regional Relations.** The Territory has continued to maintain close co-operation and collaboration both with neighbouring territories under British administration and with other African territories. There have been frequent inter-territorial conferences on technical matters as well as meetings of regularly constituted Boards and Councils. In the following paragraphs a brief note is made of some of the more important conferences attended by representatives from Tanganyika.

82. The second Conference on Hydrology and Water Resources was held this year at Entebbe, Uganda, and was attended by delegates from the East Africa High Commission, Kenya, Tanganyika, Uganda, Northern Rhodesia and Southern Rhodesia. The agenda of the conference again covered the wide range of subjects dealt with last year, including the collection, collation and analysis of hydrological data, problems of soil, water and vegetation, drainage, dam construction, irrigation and hydrological co-operation between the various African territories.

83. The fifth conference of Labour Commissioners was held in Dar es Salaam in May. The agenda included inter-territorial co-ordination in the field of workmen's compensation and compulsory insurance legislation, trade testing and apprenticeship, and industrial diseases. The general position with regard to manpower in East Africa and common problems regarding migrant labour were also discussed.

84. The annual conference of Directors of Medical Services was held in Nairobi in July and members included the Directors from Nyasaland, Northern Rhodesia and British Somaliland and delegates from the Makerere College Medical School and the Research Services of the East Africa High Commission. The conference discussed the various aspects of malaria control, the establishment of a standing advisory committee for medical research, the registration and practice of African doctors, the establishment of territorial nutrition committees and the control of the sale of patent medicines.

85. The second inter-territorial conference of Matrons-in-Chief was held at Entebbe in May. In addition to the four East African territories, Northern Rhodesia, British Somaliland and the Army Nursing Services, East Africa Command, were represented. The matters discussed included courses and conditions of service for nursing sisters and the registration of nurses.

86. An International Regional Conference on Education was held in Nairobi in August. Representatives from Tanganyika, Kenya, Uganda, Zanzibar, Northern Rhodesia and the Belgian Congo took part. An observer from U.N.E.S.C.O. also attended. The conference discussed methods of exchange of information among Governments, the further education of children who leave school after completing the primary course, methods of encouraging women's education and the institution of adult evening schools or classes.

87. In December the Commission for Technical Co-operation in Africa South of the Sahara held a forestry conference at Abidjan, French Ivory Coast. The conference, at which Tanganyika was represented, took as its subject for discussion the need for the protection of forests against human destruction, which constitutes a threat to the future of the African continent.

88. **Inter-Territorial Relations.** The inter-territorial organization in East Africa has been described in detail in previous annual reports and has been very fully examined and discussed by the Trusteeship Council. In the circumstances, and since there have been no changes in the organization during the year under review, a further lengthy statement in the present report may appear to be superfluous. On the other hand, as a special standing committee has been appointed by the Trusteeship Council to continue to study the question of Administrative Unions affecting Trust Territories it may be desirable also to continue to repeat some of the information contained in previous annual reports regarding the history and the nature of the existing inter-territorial organization.

89. The present organization, which is in strict conformity with the provisions of Article 5(b) of the Trusteeship Agreement for Tanganyika, is, as has frequently been stated, a logical evolution from the arrangements made in the early days of British Administration in Tanganyika, under which the Governors of the several Territories met at intervals for consultation on matters of mutual interest and concern. In 1926 these meetings were given a more formal character by the establishment of the Conference of East African Governors on the lines recommended by a Parliamentary Commission which had been appointed to report on the co-ordination of policy and administration. At the same time arrangements were also made for inter-territorial conferences of technical officers. In 1931 the position was again examined by a Select Committee of both Houses of Parliament and the organization was strengthened by the creation of a permanent Secretariat to serve the Conference of East African Governors and the various inter-territorial conferences on technical matters.

90. As the years passed the need for co-ordination of administrative policy in matters of common concern became increasingly apparent. Unfortunately at the time when the recommendations of the Joint Parliamentary Committee were implemented East Africa was suffering from the effects of the world-wide economic depression and general development was seriously hindered. Nevertheless, the next few years saw considerable development in regional co-operation and collaboration, demonstrated by the establishment of a number of common services—currency, civil aviation, defence, income tax, posts and telegraphy, meteorology, statistics, scientific research and higher education—operated or controlled on an inter-territorial basis.

91. With the outbreak of hostilities in 1939 the need for still closer co-operation quickly showed itself and was greatly accentuated in 1940 with the fall of France and the entry of Italy into the war. With an enemy right on their borders the East African Territories were faced with the urgent task of pooling their resources and providing the greatest possible contribution to the successful prosecution of the war. This period saw the creation of such bodies as the East African Production and Supply Council and the War Supplies Board and numerous other activities all directed to the intensification of the common effort.

92. During the years of war these activities necessarily had to be given priority but other developments were not entirely neglected. For example, in the field of scientific research and in higher education substantial advances were made. Before the end of the war the inevitable process of inter-territorial collaboration had led to an organization which was in effect a form of central administration for a considerable number of matters of common concern. At the same time the weaknesses and deficiencies of this organization were clearly revealed. The Governors' Conference, on which the centralized administration was based, had no juridical or constitutional foundation. In all matters the administrative organization had to proceed by consultation and agreement but without any forum for public discussion and debate.

93. In 1945 proposals were formulated with a view to remedying the position and providing the inter-territorial organization with a firm constitutional basis. These proposals were revised and modified after full consideration and discussion and their acceptance in 1947 led to the creation of the East Africa High Commission and a Central Legislative Assembly, with effect from 1st January, 1948.

94. The High Commission, consisting of the Governors of Kenya, Tanganyika and Uganda, is a body corporate and has the normal powers of a Territorial Government in respect of the common services which it administers. These services, now known as High Commission Services, are those which the legislatures of the three participating territories have agreed shall be administered by the High Commission. No new service can be added to the list without the approval of each of the three territorial Legislative Councils.

95. The East African Central Legislative Assembly, which is presided over by a Speaker, has the following membership:

7 official members appointed *ex-officio* from the staff of the High Commission services;

5 members appointed from Kenya;

5 members appointed from Uganda;

5 members appointed from Tanganyika;

1 member of the Arab community appointed by the High Commission.

The five members from each of the territories are appointed as follows:

- (i) One territorial official appointed by the Governor.
- (ii) One African, one European and one Indian unofficial member appointed by the Governor or by election where unofficial members of the territorial Legislative Council are elected.
- (iii) One member elected by the unofficial members of the Legislative Council from among their number.

The Central Legislative Assembly was established for an initial period of four years. During the year under review each of the three territorial legislatures unanimously recommended the continuance of the Assembly for a further period of four years.

96. The High Commission administers the following inter-territorial services:

- The East African Anti-Locust Directorate.
- The East African Agriculture and Forestry Research Organization.
- The East African Bureau of Research in Medicine and Hygiene.
- The East African Civil Aviation Directorate.
- The East African Customs and Excise Department.
- The East African Fisheries Research Organization.
- The East African Income Tax Department.
- The East African Industrial Research Board.
- The East African Inter-Territorial Languages Committee.
- The East African Literature Bureau.
- The East African Marine Fisheries Research Organization.
- The East African Medical Research.
- The East African Meteorological Department.
- The East African Naval Force.
- The East African Office in London.
- The East African Production and Supply Council.
- The East African Refugee Organization.
- The East African Statistical Department.
- The East African Tsetse and Trypanosomiasis Research and Reclamation Organization.
- The East African Veterinary Research Organization.
- The Lake Victoria Fisheries Service.
- The East African Posts and Telecommunications Administration.
- The East African Railways and Harbours Administration.

97. The brief details contained in the following paragraphs will serve as an indication of the development taking place in the operation of some of the inter-territorial services.

98. Traffic carried by the Railways in Tanganyika has been maintained at a very high level and the benefits of amalgamation have become more apparent. Passenger traffic has increased by 11 per cent. over 1950, and it is estimated that 2½ million passengers were carried during 1951. This compares with 470,000 in 1939.

99. Goods tonnages decreased slightly as compared with 1950, the estimated figure for 1951 being 770,000 tons. This compares with 794,375 in 1950, but as a measure of work done ton-miles increased by 3,000,000 over the previous year. The estimated figure for ton-miles in 1951 is 202,000,000. The increase in ton-miles, in spite of a slight drop in actual tonnage, is due to a longer average haul in 1951, and this can probably be accounted for by an increase in crops from the Lake Province and Belgian Congo transit traffic.

100. Figures of imports and exports through Dar es Salaam port show that 1951 has been a record year. Total imports and exports, including bulk oil, were 680,000 B/L tons as against 622,000 in 1950. This is an increase of 9.31 per cent. Except for bulk oil imports, the main increase is in respect of exports which are up by 44,000 tons over 1950, and this reflects the healthy state of the Territory's trade.

101. As regards improvements in transport services, six new shunting engines, four of them diesel, and 200 units of new rolling stock have been received and put into service during the year. Work has commenced on three new deep water berths at Dar es Salaam and a considerable extension to the present lighterage wharf has been almost completed. A new berthing tug has been supplied and many other improvements have been effected or are projected. At Tanga tugs have been overhauled and additional lighters and storage space provided.

102. The road services operated by the Railway Administration have been improved by the delivery of eighteen new passenger buses and seventeen new lorries during the year. This brings the total fleet operated to sixty-four passenger buses, ninety-four goods vehicles and thirteen service vehicles.

103. The East African Posts and Telecommunications Administration continued to operate as a self-financing, self-accounting service during 1951, and considerable development in the telecommunications field has taken place. Some 1,300 telephones have been installed in the Territory and existing exchanges extended to the extent of 650 lines. This has meant, in many places, the installation of entirely new exchanges. Introduction of carrier working was speeded up, and during the year carrier systems were installed between Tabora/Dodoma, Dar es Salaam/Tanga, Tanga/Mombasa, Mwanza/Tabora and Iringa/Morogoro. Voice frequency telegraph systems were also installed between Dar es Salaam/Tanga, Dar es Salaam/Dodoma and Dar es Salaam/Morogoro. Underground cable schemes in Dar es Salaam, Tanga, Moshi and Arusha have been completed during the year, and overhead subscribers' distribution schemes have been extended all over the Territory. In all some 1,200 miles of wire has been installed for subscribers' telephones. Telegraphic systems were also extensively overhauled and modernized, and teleprinters installed at various centres.

104. In the postal field there has been a steady increase in business, particularly in foreign parcels which have almost doubled since the previous year. Savings business has also increased and the expansion of the administration has necessitated considerable increase in staff. Inspections at out-station post offices have been increased, resulting in a greater efficiency at the more remote places.

105. Much important work has been undertaken during the year by the inter-territorial research services and some details will be found in Section I of this report, dealing with the general subject of research. The great need for the closest co-operation in linking the results of research with the economic advancement of the African territories is self-evident and the aim of the inter-territorial services is to make the links as strong and as effective as possible.

106. As a final comment on the inter-territorial organization it may not be out of place to repeat an observation made in last year's report. It was there stated that while the practical advantages to be gained from close economic and scientific collaboration are generally acknowledged, doubts and fears have sometimes been expressed about other aspects of "administrative unions". The Administering Authority is confident that another year's experience of the working of the East African inter-territorial organization has contributed further towards the removal of such doubts and fears as far as Tanganyika is concerned. It may be too much to hope that no further criticisms of the organization will be heard but it certainly can be justly claimed that no critic has been able to show that the existing arrangements are in any way contrary to the provisions of Article 5(b) of the Trusteeship Agreement or to the assurance given by the Administering Authority when the draft agreement was under discussion that it did not regard the Article in question as giving powers to establish any form of political association between the trust territory and the adjacent territories which would involve annexation of the trust territory or have the effect of extinguishing its status as a trust territory.

D. INTERNATIONAL PEACE AND SECURITY : MAINTENANCE OF LAW AND ORDER

International Peace and Security

107. Under the terms of the Trusteeship Agreement the Administering Authority is responsible for ensuring that Tanganyika plays its part in maintaining international peace and security and to this end is entitled to take all such measures as may be necessary. No special measures have been necessary during the year under review and the Administering Authority has not been called upon to undertake any obligations towards the Security Council with respect to the Territory.

Maintenance of Law and Order

108. **Police Force.** For the maintenance of internal law and order the Territory maintains a Police Force which at the end of the year had a total strength of 3,405. For administrative purposes the Force is now organized on a regional basis; there are three regions, each in charge of an Assistant Commissioner responsible to the Commissioner of Police, whose headquarters are in Dar es Salaam. The Depot and Training School, the Criminal Investigation Department, Special Branch, Railway and Harbour Police Branch, Weights and Measures Bureau, and the Stores Department are all centred on Dar es Salaam, with their respective officers in charge directly responsible to Headquarters.

109. Details of the composition of the Force, showing the various ranks and the numerical strength of each are given in Appendix IV. A. All ranks are open to suitably qualified candidates, irrespective of race. The officers are mostly Europeans but include some Asians; Sub-Inspectors are Asians or Africans. All ranks below that of Sub-Inspector are filled by Africans. The majority of the European officers are recruited from the United Kingdom, but a few suitable candidates have been appointed locally. The Asian and African establishment is maintained by voluntary local enlistment.

110. Established under the provisions of the Police Ordinance, 1937, the Force forms part of the civil establishment of the Territory and the general conditions of service are similar to those enjoyed by the members of other branches of the civil service. All ranks have shared in the general increase of personal emoluments resulting from the revision of salaries and in improved pension or gratuity privileges. Literacy allowances, for the Swahili and English languages, are paid at monthly rates to African ranks. Sub-Inspectors receive an annual uniform allowance; for all below the rank of Sub-Inspector uniform and equipment are issued free. The approved expenditure on the Force for the year 1951 was £476,900.

111. For ceremonial purposes and for use in case of serious emergency the Force is provided with 303 short Lee-Enfield rifles but arms are not carried on normal police duties.

112. Auxiliary Police units have been established in certain areas of industrial development, declared to be special areas under the provisions of the Auxiliary Police Ordinance, 1948. Members of the Auxiliary Police Force, who are employed in the protection of property and who have limited powers to enable them to assist generally in the maintenance of law and order in their respective areas, are under the command and supervision of the Commissioner of Police.

113. **Public Order.** There were no serious disturbances of the peace during the year 1951. In July, in accordance with arrangements for mutual assistance with neighbouring territories, a company of police went from Dar es Salaam to Zanzibar at a few hours notice in connexion with a civil disturbance. The situation had become calm by the time the Tanganyika police arrived and no further incidents took place.

E. POLITICAL ADVANCEMENT

(a) General

114. Reference was made in last year's report to the stimulation of political activity engendered by the appointment of the Committee on Constitutional Development. The livelier interest in political matters which was aroused in all sections of the community has been fully maintained during the year under review and was intensified with the publication of the Committee's report in August. Further reference to the report, which is reproduced as an appendix, will be made in a later section of this report.

115. Although public interest has been mainly concerned with proposals for the reconstitution of the central Legislative Council, the basic problems of political development in Tanganyika have not been overlooked or neglected. The number of Africans who are yet able to take an intelligent interest in the more advanced phases of political development are a very small minority of the Territory's indigenous population, and the main task still remains that of fostering and guiding the slowly awakening political consciousness of the mass of the people. To this end efforts have continued to be directed mainly towards the establishment of a sound, efficient and democratic system of local government and details of the progress made during the year under review will be given in a later section of this report.

(b) Administration

116. **Administrative Structure.** The position in this respect has remained unchanged during the year under review. The Territory is administered by the Governor, assisted by an Executive Council consisting of eight official and five

unofficial members. The various Departments of Government are grouped and each group is under the direction, co-ordination and supervision of an official member of the Council, with direct responsibility to the Governor. The heads of the grouped departments are individually responsible for departmental administration and control but directions on questions of general policy or on such other matters as may be considered necessary are given to them by the responsible member of the Executive Council. In the executive implementation of administrative policy departmental instruction to technical and other officers in the field are issued by the respective heads of departments. Provincial Commissioners, as administrative heads of provinces, are responsible for the co-ordination and general guidance of all governmental activities in their respective provinces. District Commissioners, as administrative officers in charge of districts and responsible to their respective Provincial Commissioners, have similar responsibilities in their own districts.

117. **Changes in Staff.** No fundamental changes have been made in the composition of the staff of the territorial administration. Recruitment has continued to expand up to the limits imposed by the availability of accommodation. Shortage of housing, office and other accommodation continues to create a difficult problem in the expansion of a number of branches of the service. Details of all posts, other than menial or casual employees, for which provision was made in 1951, are given in Appendix IV. A.

118. **Employment of Indigenous Inhabitants.** The number of Africans employed in the administration continues to increase. Every effort is being made to improve the standard of the staff recruited for the Junior Service by insistence on the attainment by new entrants of certain minimum educational standards. This has resulted in failure to fill a considerable number of vacancies in the clerical branch of the service, but it is of great importance to ensure that an adequate standard of recruitment is maintained if the principle of advancement on grounds of personal qualifications is to be brought into effective operation. Substantial progress has been made in the matter of housing accommodation.

119. In addition to the various existing training courses for clerical and non-clerical candidates for the Junior Service, evening classes for staff already employed in the service have been inaugurated. The purpose of these is to prepare candidates from the lower branches of the service for the entrance examinations of the Junior Service and to prepare candidates from that service for the promotional examinations.

120. Final preparations were made during the year for the new terms of service for the Works Service, designed to provide more favourable conditions for regularly employed artisans and other workers who do not qualify for admission to the Junior Service under the normal educational requirements. Works staff regulations have been planned to come into effect as from the beginning of 1952.

121. The various service advisory boards, which include, as appropriate, representatives of the different races, have continued to give valuable advice and assistance. Staff relations have continued to be maintained on a most satisfactory basis.

122. **Native Administration.** During the year under review further progress has been made in implementation of the administration's policy of modifying and developing the traditional tribal structure to bring it into conformity with modern conceptions of local government. As has been stated in previous reports the fundamental principle of this policy has been recognition of the importance of evolutionary development and care has been taken to guard against the grave error of attempting to achieve the desired objective by ruthlessly destroying

African traditions, institutions and habits and forcibly imposing upon the people an alien system. At the same time there has been no question of rigidly preserving traditional tribal institutions in their ancient form. The aim has been and still is to enlist the co-operation of the people in the process of building upon the solid foundation of their indigenous systems a superstructure of social and political advancement, not only more in accord with modern ideas and standards of living but that will also stand firm against the stresses imposed by the rapid and accelerating pace of economic development.

123. It must here again be made clear that adherence to the policy of encouraging development by evolutionary methods does not mean leaving the evolutionary process to follow its natural course entirely without challenge or interference. The underlying principle has been to leave the conduct of local affairs to those who under established indigenous constitutions are the recognized tribal authorities and command the respect and confidence of the people, while at the same time taking every possible step to hasten the change over from the traditional to a modern system of administration. As has often been pointed out, the position in regard to a strict adherence to traditional tribal constitutions, laws and customs varies considerably throughout the Territory. Some tribes are much more ready than others to accept changes. While some welcome innovations and new developments others resist them. In the case of the former friendly advice and encouragement of local initiative are all that is needed to ensure steady advancement, but with the latter the initiative must come from outside and little of lasting value can be achieved without patient instruction and direct stimulation.

124. In last year's report a comprehensive account was given of the progress which had been achieved in the development of local government institutions, and particularly of the establishment and growth of representative district councils. It was explained that several more or less clearly defined stages of development could be distinguished and that at each stage—or within the districts grouped according to these stages—certain broad patterns had emerged. During the year under review steady and in some cases accelerated progress along these lines has been maintained. There have been and doubtless will continue to be instances of the establishment of representative institutions being hindered or their development being retarded by the apathy of the people or their contentment with existing conditions. Difficulties also still arise as a result of a lack of enthusiasm, and sometimes even positive opposition, on the part of the traditional native authorities, jealous of their prestige and authority. Generally speaking, however, there are encouraging signs of an increasing interest among Africans from all walks of life in their local councils, and of a growing sense of responsibility among the members of the councils. Close supervision and constant encouragement are still very necessary and this in itself tends to be a limiting factor in development, particularly in those areas where the urge for progress is lacking. Supervision of the ever-increasing number of local government institutions coming into being places a considerable burden of responsibility on the available administrative staff. To undertake the necessary preliminary investigation and to see new institutions set up is not enough. Constant fostering must follow and in certain circumstances it has been deemed wise to delay action until it is possible to ensure that subsequent supervision will be systematic and continuous.

125. In the development of local government institutions, as indeed in other spheres of advancement, the wide divergence of conditions in the Territory still constitutes one of its major problems, and in last year's report particular reference was made to the uneven rate of progress in the establishment of the council system. In a Territory where widely varying tribal communities are spread over so vast an area, where educational advance is so uneven and economic resources are so unequal, uniformity of development and an even rate of progress are not to be

expected. Nor, in the particular case of representative councils, has any attempt been made to force them into a common mould. Uniformity in this respect is nevertheless a desirable objective of policy which will be achieved in due course and the year under review has shown definite progress in this direction. There has been a decided move towards what in last year's report were referred to as the first and second of the four distinguishable "patterns" in the framework of district councils. These are structurally similar, the essence being a council composed of four elements—the chiefs or other principal executives of the area, representatives of the village headmen, representatives of the people, and a supplement of nominated members. Such a structure is not necessarily weighted, as might appear at first sight, on the side of traditional authority, nor does it violate the principle of popular representation. A chief rests ultimately on the will of his people; popular choice in varying degree normally governs the selection of village headmen; and the nominated members bring to the council a knowledge and experience of general affairs or of special interests which might otherwise be absent. At the present stage the system of nomination is a very important feature since it provides an opportunity—in some cases the only one—for the more educated Africans to play their part in local government. An interesting new development, however, is the change-over from the system of nomination by the District Commissioner or the chief to that of co-optation by the council itself, and this trend is being encouraged. In those cases where the bias is in favour of traditional authority, due to the fact that popular choice does not operate in the appointment of village headmen, a balance is struck by an increase in the proportion of popularly elected councillors. The only appreciable difference between councils falling into this structural group is that in some districts with a well-defined traditional system the council has as its head a superior chief, thus taking the form of a Chief-in-Council, whereas elsewhere the council elects its president from among its members.

126. All the recent major developments conform to the structural pattern described in the foregoing paragraph. Again this year it is not possible to give a full and detailed account of the position. District Councils have either been established or are in the active process of establishment in a considerable number of areas. Interesting developments have recently taken place in the Moshi District. A constitutional conference, in which all interests were represented, was held and in accordance with the wish of a considerable majority of the people the composition of the district and the divisional councils was altered and made more representative. At the same time a symbol of tribal unity was created in the person of a popularly and directly elected chief. The new constitution for the Bukoba District, foreshadowed in last year's report, is also now in being, but here as a temporary measure until the council is fully launched the District Commissioner functions as chairman. In the case of Sukumaland, where, as indeed in the Moshi and Bukoba Districts, a Government sociologist has been carrying out investigations, a new plan has been drawn up. This is now being put into effect by stages, starting with village units, and pending the full introduction of the new constitution the advisory bodies of commoners sitting in council with the chiefs, both at district and federal level, will continue as a temporary measure. The "blue-print" of a constitution on similar lines for the whole of the Central Province is nearing completion.

127. Although there still remains a number of districts where the stage of establishing full district councils has not yet been reached, most of these now have their systems of subordinate councils in operation and considerable progress in this respect has been made during the year under review. In several districts the framework of councils at the lower levels is now complete and as soon as they are functioning efficiently district councils will be established. With the expansion of the system of district councils it is not unnatural that interest should tend to

be concentrated on this phase of the development of local government, but the importance of the intermediate system of divisional councils must not be overlooked. It is in these councils at the lower levels that the principles of popular representation find their first practical application and it is here that the first steps in the assumption of civic responsibility are taken. The area and chiefdom councils are the foundation on which the superstructure of a wider system of local government institutions rests and the strength and stability of the whole edifice of political advancement will materially depend on the care and good workmanship devoted to the laying of its foundations.

128. As in the case of district councils it is not possible in a report of this nature to give details of all the subordinate councils which have been set up throughout the Territory. Their number is steadily increasing and with ripening experience they are becoming more and more effective instruments of rural local government. They vary in size and composition, mainly due to differing local conditions, but in general they conform to the pattern described in last year's report, with a composition consisting of the executive of the area (chief or senior headman), village headmen and elected representatives of the villagers. In some districts there are two tiers of council, divisional and subordinate, the former being normally that of a chiefdom and the latter that of a sub-chiefdom or village unit. The functions of these councils are at the present stage primarily advisory and deliberative but as they become more firmly established and competent they assume financial responsibilities in the control of local maintenance allocations, organize communal activities and act as the executive in carrying out the policy laid down by the superior local government authorities. They also function as electoral colleges for the district councils. Speaking generally it may be said that in the coastal and other non-traditional areas, the divisional councils are now regarded as electoral bodies with executive duties. In some areas the existing native authorities tend to regard divisional councils as a threat to their own power and authority and to oppose their being given any specific executive functions. In such cases, however, the position is best dealt with by government officers making constant use of and reference to the councils when dealing with day to day problems.

129. As a general commentary on the stage now reached in the process of transforming the traditional African institutions into modern organs of rural local government it may be said that since the first definite moves in this direction did not take place until 1945, and that during the intervening period much time and effort have had to be spent in consolidating the position, the progress achieved may justifiably be regarded as eminently satisfactory. Much still remains to be done before fully representative district councils will be operating efficiently in all districts of the Territory, but those who are impatient to see this objective achieved must remember that the efficient working of a council at this level depends on the establishment of a sound system of subordinate councils. In a number of districts no attempt is being made, nor indeed can be made, to push ahead with the establishment of a district council until all the necessary divisional and subordinate councils have been created, and the speed with which this can be done depends on local conditions and circumstances. Every effort is being made to encourage the establishment and growth of these local government bodies and in some districts councils are being hastened into existence by direct methods in the hope of stimulating the native authorities to greater efficiency. The policy of the administration is that wherever and at whatever stage genuine development is possible it must take place, but there is no intention of unduly hastening changes or of encouraging premature developments merely for the purpose of "window-dressing".

130. Reference was made in last year's report to certain general aims of policy in the development of the council system. As already stated, there are still variations in the constitutions of the district, divisional and subordinate councils in

the different parts of the Territory but this is not a matter of great significance at the present stage. The over-all pattern of pyramidal development, based on the system of subordinate or village councils, is clear and as time passes the various councils included in this framework will become increasingly uniform in pattern and functions.

131. In the meantime progress is being made in other directions. The gradual separation of judicial from executive functions continues, although progress in this respect is not rapid and few new developments have taken place during the year under review. The problem to be faced here is that well established native authorities fear, and with justification in most cases, that the relinquishment of their judicial powers will result in a loss of prestige. Nevertheless, progress has been made in a number of areas. The new Chagga constitution, which in many respects may be taken as a pointer to the line of development to be expected in district councils, allows for the almost complete separation of judicial and executive functions by making the appointment of divisional judicial officers a matter for local option. In detail the position now reached is that where the people so desire, area or sub-chiefdom magistrates appointed by the divisional councils will replace the area chiefs' deputies. The office of divisional chief's deputy is to be abolished and replaced by that of divisional magistrate, the holders of which are chosen by the Chagga (district) council. The divisional magistrate will exercise no executive functions and the divisional chief will no longer exercise any judicial functions. A judicial committee of the Chagga Council will hear appeals from the courts of divisional magistrates. This committee will be composed of three councillors, selected by the Chagga Council, together with a panel of divisional magistrates. No magistrate may take part in the hearing of an appeal from a case tried in his own court.

132. Particular mention was made in last year's report of the progress in this respect made in the Rungwe and North Mara Districts. In the latter there is now no link between the judiciary and the executive. The area courts are presided over by the specially appointed judicial deputies of the area presidents or, in their absence, by a chairman selected by the court elders from among their number. In the district court of first instance and in the district appeal court the number of elders has been reduced to three—one from each of the three main tribal areas—and these now sit as a bench of paid magistrates. In one sub-chiefdom of the Iringa District the separation of judicial and executive functions has been effected by the appointment, by public election, of three paid magistrates. Following the success of this experiment similar appointments have been made in other sub-chiefdoms, but these have not yet been linked with the new divisional councils, since the purpose of the experiment is primarily to ascertain whether the people will be prepared to accept justice at the hands of commoners instead of from the traditional representatives of the chief.

133. The transference of legislative functions from individual native authorities to native authorities in council in areas with well-defined traditions of chieftainship has now been accepted in most cases. On the other hand, the subordination of the executive to the councils is much more difficult of attainment. This is particularly so where the institution of chieftainship is firmly established. As was said in last year's report, however willing the chiefs may be to bring their people into association with them in tribal councils in the general conduct of affairs, they must be expected to hold jealously to their traditional powers. In the natural order of things, the more firmly established the office of chieftainship the less ready will be the holder to relinquish his executive authority, and it remains true that in such cases any sudden change in the position would be unintelligible and unacceptable to the bulk of the people. In some areas, however, a change has already been effected. In North Mara and Rungwe the district councils are now

fully executive, save only in the matter of the appointment and dismissal of major headmen.

134. The primary function of local government bodies is to provide those services required to meet the needs of the people and as they become competent and able to do so they must take over the provision of the services which have been laid down as their particular responsibility. It is not to be expected that still young and developing local government organizations can at once assume responsibility for the full range of functions normally assigned to such bodies, but the goal at which they are now to aim has been made clear. In due time the list will be expanded but for the present the services for which local governments are to become responsible include specific items in respect of primary education; agriculture; marketing; soil conservation; rural water supplies; rural medical services, including leprosy relief and the maintenance of sleeping sickness settlements; veterinary and animal husbandry services covering local field work, local stock farms and animal husbandry expansion centres, e.g., clarified butter, hides, etc.; forestry services covering local field work, native administration forest reserves, nurseries and local reafforestation schemes; native administration roads; local tsetse reclamation work; and the maintenance of rural welfare centres.

135. Ability to assume responsibility for such services as those enumerated above pre-supposes an adequate control of funds. One of the first steps in implementing the policy of indirect administration was the creation of native treasuries. Each administrative unit had its treasury and although some of them were very small and sufficed for little more than the payment of the personal emoluments of the native authorities and their local staff nevertheless an important principle was established, that of the native administrations accepting responsibility for providing certain social services for their people.

136. The first native treasuries were established during the years 1925-1927 and although the standard of many of them is still low and calls for great improvement their financial strength has steadily increased. New and increased sources of revenue have become available while at the same time expenditure has been limited by shortages in the supply of staff, materials and services. This has resulted in the building up of substantial reserve balances. When last year's report was written it was expected that the total balance at the end of 1950 would be considerably in excess of the original estimate of £522,923. The actual figure was £765,200. It is estimated that the balance carried forward to 1952 will approach £900,000 and that by the end of that year the figure will exceed £1,000,000.

137. The main source of revenue of the native treasuries continues to be the tax rebate. In the past there have been considerable variations in the percentage paid to the native treasuries and although some degree of uniformity was considered desirable it was not found possible to impose any rule or formula of general application. Last year, however, an interim formula was devised and this will be followed in 1952. This formula provides that:

- (a) where Government's share of the tax is less than Shs. 7/50, but the native treasury share is less than Shs. 5/—, the whole of the proceeds of additional taxation will be assigned to the native treasury until its share reaches Shs. 5/—;
- (b) where Government's share of the tax is less than Shs. 7/50 and the native treasury share is Shs. 5/— or over, increases in taxation will be shared equally between Government and native treasury until the Government receives Shs. 7/50 and thereafter the whole of any further increases in tax will go to the native treasury until parity is reached;
- (c) where Government's share of the tax is Shs. 7/50 or over any increases in tax will be assigned to the native treasury until parity is reached;

- (d) when parity has been secured, Government and native treasury will share equally in any further increases in tax rates.

138. This formula is one of convenience and not of principle and as local government organizations become able to assume effectively and efficiently responsibilities at present undertaken by the central Government, so they can expect to receive additional revenue from tax rebate towards meeting the cost. Although this formula is now to be followed the actual rates of rebate paid in 1952 will vary from Shs. 37/50 in a tax of Shs. 50/- in the Masai District, where an exception has been made to enable the native treasury to contribute towards the cost of a local development plan, to Shs. 1/50 in a tax of Shs. 14/- in the Moshi District. The latter takes into account the fact that in 1947 a basic rate of tax payable to Government was fixed and the former rebate was changed into a local rate payable direct to the native treasury.

139. The other sources of revenue for the native treasuries include local rates, produce cesses, court revenue, local fees and dues of a considerable variety, revenue from trading services (including the sale of farm or forest produce) and grants-in-aid. The last-named may be granted for various purposes but the only regular ones at present in operation are in respect of primary education and the provision of water supplies.

140. The details given in Appendix VI. C. show the position of the native treasuries as reflected in the 1951 estimates. This year the form of the estimates of expenditure has been recast for two reasons. The first is that hitherto local government revenue has not been directly related to expenditure. As has been shown, the major source of revenue has derived from the taxation policy of the central Government, but even where the revenue is levied and retained wholly by the local authorities the purpose has not been primarily to meet expenditure needs. The second reason is that almost every native treasury has to face a considerable development programme, either in order to overtake arrears or because of the acceptance of added responsibilities. This has made it necessary for development programmes, mainly but not entirely of capital works, to be framed for some years ahead, so that the financing of them can be properly planned.

141. The first of the above considerations made it necessary to devise a means of bringing normal revenue and normal expenditure into balance, while in respect of the second it was felt to be administratively much more convenient to have separate development budgets for development schemes. Accordingly, the revised form of the estimates provides that not only normal recurrent expenditure, but also minor extraordinary items and non-developmental capital expenditure shall be borne on the ordinary budget. Separate development budgets are to be, and in many cases have already been framed. These may be financed in three ways:

- (a) by special contributions from surplus balances;
- (b) by recurrent contributions from the ordinary budget, when the position so permits; and
- (c) by loans.

With regards to (c) the pooling of native treasury reserve funds and other surplus balances in a Local Authorities Loan Fund for this purpose is now in process.

142. As has often been pointed out, the rapidly increasing scope of the functions of African local authorities imposes a burden of responsibility which few of them are yet able fully to appreciate. The need for a high standard of integrity and the acceptance of financial responsibility are lessons which have still to be learnt, and it is in this connexion that the development of the committee system in the local councils assumes importance. In a number of districts finance committees have been established and as these begin to master the elements of native treasury

finance they are undertaking the responsibility for the consideration of estimates. In several districts the estimates are now prepared in full by the councils—or their finance committees—and in a few other districts this stage has nearly been reached. Other committees now functioning include general purposes, development, natural resources and judicial.

143. The many new developments now taking place add considerably to the task of administrative officers, on whom rests primarily the responsibility of furthering the political advancement of the indigenous peoples. Although emphasis is placed on their advisory functions it is clear that at this stage they must fill a much more active role than that of mere advisers. They must play a leading part not only in advising, guiding and teaching the native authorities, the councils and their staffs, but often in controlling their activities. In many cases they must provide the initiative and the stimulus for new developments. This position will doubtless continue for some time to come and in this connexion the question of the relationship between local authorities and the central Government assumes considerable importance.

144. Although, as already indicated, steps have been taken to lay down the functions and services for which local authorities should be responsible, a clear dividing line between the functions of the central Government and those of the local government is not yet fully established. The former conception of native authorities as an integral part of the central Government machinery no longer holds, however, and central and local government bodies must be regarded as separate entities. The latter perform part of the functions of Government but as they develop their precise responsibilities must be defined and they must be made increasingly autonomous.

145. The position of the administrative officer in this connexion should not be misunderstood. He is an official of the central Government, an important part of whose duties is to promote the growth of local government. He must continue to perform this function for a long time to come and with increasing development it may well be found necessary to assign certain administrative officers solely for this purpose. This does not, however, make the administrative officer a local government official. He may often have to take direct action in order to get developments started, and he may, in some instances, have to play a direct part in developments, such as sitting on or presiding over a newly formed council to guide its proceedings until it becomes firmly established. But the aim must be for him to withdraw from direct participation as soon as possible and devote himself to the tasks of training and supervision.

146. The question of the provision of training facilities for local government staff is one to which considerable thought has been given. For some years there have been arrangements in certain districts for training courses for clerical staff but the need has been for a central training institution. The initial problems of site, staff and curriculum have now been overcome. The site for a central training school has been chosen at Mzumbe, fourteen miles from Morogoro. Various buildings there are being handed over to the school by the Government and the remaining accommodation required will be built by the Public Works Department early in 1952. The teaching staff, consisting in the first instance of an administrative officer and two administrative assistants, will go to the Jeanes School at Kabete, Kenya, to study the methods used at that institution, where similar courses of instruction are given. It is planned to start the first course at the school in July or August, 1952, and a very comprehensive curriculum has been prepared. The primary object in establishing this training centre is to raise the standard of the present local government staff to enable them to assume greater responsibility. The ultimate aim is to provide training for new recruits for local government service and refresher courses for native authorities, councillors and specialist staff such as clerks of council and magistrates.

147. The foregoing paragraphs of this section of the report have dealt with the development of local government in the rural areas, but participation by Africans is by no means confined to this aspect of political advancement. Brief reference was made in an earlier section (paragraph 67) to urban local government in which African representatives are playing an increasing part. Of the thirty gazetted townships in the Territory, twenty-one now have their own expenditure budgets. There is still only the one municipality, Dar es Salaam, but Tanga is moving towards this status. In anticipation of this development the staff has been expanded to include a municipal secretary, treasurer, engineer, medical officer of health and an African affairs officer. With the appointment of the last-named officer the District Commissioner has ceased to be a member of the township authority. The question of the granting of autonomous status to certain of the major townships is a matter now under active consideration.

148. In a number of townships African advisory councils have been established, with the dual object of securing the presentation of African views and of providing a training ground in municipal affairs. Other bodies performing useful functions in certain townships are African affairs committees of the township authorities and African ward councils. In addition to their other advisory functions the ward councils submit recommendations for the nomination of members of the township authorities, and indeed in certain cases act as electoral colleges.

149. In concluding this section of the report it may not be out of place to mention that participation in the work of local government councils is not the only way in which Africans are gaining experience in the conduct of public affairs. There are African members on a number of statutory bodies, conspicuous among which are the Boards of mixed membership which have been set up to control the production and marketing of agricultural products. These have been established in respect of coffee (Moshi and Bukoba Districts), tobacco (Songea, Biharamulo, Ngara and Kibondo Districts) and clarified butter and ghee (Central Province). The cotton committees of the Lake and Eastern Provinces are embryo Boards of a similar kind, though they are concerned only with production and not marketing.

150. Education committees now exist in almost every district for the purpose of co-ordinating the policy of Government with the work of native authorities and voluntary agencies in connexion with primary and middle education. Other local bodies of which Africans are members are rent restriction boards, liquor licensing authorities and agricultural production committees. The principle of African representation on appropriate boards and committees of the central Government is fully established. Of these bodies the chief are the Land Utilization Board—and its provincial committees—the Natural Resources Board, the Livestock Control Board, the Labour Board, the National Parks Board of Trustees and the Advisory Committee on African Education.

(c) Legislative

151. **Constitutional Development.** As has already been mentioned, the report of the Committee on Constitutional Development, which was appointed in December, 1949, and which pursued its investigations throughout 1950, was published in August of this year. In November the report was debated in the Legislative Council and on a unanimous resolution of the Council the views expressed by members during the debate and those expressed by the general public since the publication of the report were communicated to the Administering Authority. These views are now under consideration and the final decision on the Committee's recommendations is awaited.

152. The report of the Committee is reproduced as an annexure to this report and detailed references to its contents are therefore unnecessary. The recommendations of the Committee fall under four main headings:

- (a) the development of autonomous urban and county councils;
- (b) the decentralization of some of the central government functions to regional administrations;
- (c) the future constitution of the Legislative Council; and
- (d) the introduction of the principle of elective representation.

In submitting their recommendations on broad principles under the above headings the Committee expressed the view that many important matters would require to be examined in detail before their recommendations could be implemented. It is proposed that the necessary investigation should be undertaken by an expert and experienced Commissioner from outside the Territory, assisted by such advisers as may be found desirable and appropriate.

153. Popular Representation. In its report the Committee on Constitutional Development unanimously accepted the principle of elective representation to the Legislative Council as fundamental to the conception of all truly democratic institutions, and recommended that a special committee should be set up to prepare a plan for implementing the recommendations for a new constitution of the Legislative Council, including the preparation of an electoral scheme. The Committee also accepted the principle of elective representation to regional and local government councils and recommended that a system of elections should be introduced as soon as practicable after the establishment of the councils. It is proposed that the special committee to be appointed to prepare an electoral scheme for the Legislative Council should also make recommendations for electoral schemes for regional, county, municipal and township councils.

154. In the meantime the position remains as stated in last year's report. Developments in the introduction of elections are confined to the African population in the field of rural local government. Territorial tribal constitutions are in the main of an essentially democratic nature. In most areas the selection of a chief or headman is referred to the people in open "baraza" for their approval, and except in a few of the more autocratic areas the people would have little difficulty in securing the removal of a chief if they so wished. The degree of popular control over the executive, however, varies considerably. Councils consisting of hereditary headmen and other dignitaries and exercising a restraining influence over the chief have existed in the past, but their functions have been ill-defined and they have not been subject to popular election. With the establishment of representative councils popular control of the executive is being strengthened and placed on a sound basis. Although it is still true to say that the principles of popular representation are not appreciated by the mass of the people the system is now firmly established in many areas. In last year's report mention was made of the various methods used in applying the elective principle, including a show of hands, popular acclaim and supporters lining up behind their chosen candidates. These methods have continued to be employed during the year under review. In this connexion it may be of interest to record that at the recent election of the chief of the Chagga the method adopted was a departure from the traditional tribal method of popular acclaim in open "baraza". At each voting centre the four candidates for election were represented by a poster or a tree and voters signified their choice by lining up behind their chosen candidate's token.

Nowhere has any demand yet been made for the election of councillors by secret ballot but this method has for the first time been used with success in the selection of several Sukuma chiefs by "ad hoc" electoral colleges.

(d) Judiciary

155. **Judicial Organization.** The courts, other than local courts, which exercise jurisdiction in the Territory, are as follows:

- (a) The High Court, established under the Tanganyika Order-in-Council, 1920;
- (b) The Special Tribunal, established under the aforesaid Order-in-Council;
- (c) Subordinate Courts, constituted by the Subordinate Courts Ordinance, 1941.

156. Her Majesty's Court of Appeal for Eastern Africa, which was constituted under the Eastern African Court of Appeal Orders-in-Council, 1921 to 1947, was reconstituted in 1951 by virtue of the Eastern African Court of Appeal Order-in-Council 1950. This makes provision for the appointment of a permanent President, Vice-President and Justices of Appeal. The order extends the jurisdiction of the Court to the Colony of Seychelles, the Somaliland Protectorate, and to the Island of Kamaran in respect of matters arising in the island in which appeals lie to the courts of the Colony of Aden.

157. The High Court has jurisdiction, both civil and criminal, over all persons and over all matters in the Territory, and exercises supervision over the working and proceedings of the Subordinate Courts, whose records are inspected from time to time by Judges of the High Court and whose judgments are subject to review and revision by the High Court. Sessions of the High Court are held at regular intervals in all Provinces of the Territory.

158. The Special Tribunal, consisting of the Chief Justice or any Judge of the High Court for the time being acting in that capacity, exercises civil jurisdiction only in all causes and matters which arose before the commencement of the Order-in-Council establishing the High Court.

159. Subordinate Courts have been established in all districts of the Territory, every such court being designated as the district court of the district in respect of which it has jurisdiction. These courts are presided over by magistrates, who may be of the first, second or third class, with civil and criminal jurisdiction as laid down in the Subordinate Courts Ordinance and the Criminal Procedure Code.

160. Under Section 13 of the Criminal Procedure Code, 1945, the Governor may, on the recommendation of the Chief Justice, by order invest any first class magistrate, within such area as he considers necessary, with the power to try the offences which, under the provisions of Section 4 or Section 5 of the Criminal Procedure Code, are triable only by the High Court: or he may invest any such person with the power to try any specified case or cases of offences so triable. The jurisdiction thus conferred on magistrates (which is known as "extended jurisdiction") gives them power to impose any sentence which could lawfully be imposed by the High Court, and is granted in the case of districts which are difficult of access by the High Court without undue expenditure of time and money. It is a modification of the practice which prevailed before the creation of the High Court. A magistrate of the first class may also be invested with powers under extended jurisdiction in order to ensure a speedy trial, even though the venue of the trial is on the normal High Court circuit route—for example, a case committed for trial before the High Court in a particular district in which the High Court had just completed a circuit. Courts so constituted sit with the aid of two or more assessors, but no sentence of death, of imprisonment exceeding two years, or of whipping exceeding 12 strokes, imposed by a court so constituted may be carried into effect, and no fine exceeding 1,000 shillings may be levied, until the sentence has been confirmed by the High Court.

161. In civil matters an appeal lies from the Subordinate Court to the High Court. Further appeal from the High Court (i.e., in its appellate jurisdiction) lies to the Court of Appeal for Eastern Africa, but only with the leave of the High Court.

Appeal from the High Court in its original jurisdiction lies to the Court of Appeal for Eastern Africa without leave.

Appeal in criminal cases lies from the Subordinate Courts to the High Court except:

- (i) where the accused has pleaded guilty (unless such appeal be as to the extent or legality of sentence) or
- (ii) the sentence passed was imprisonment not exceeding one month only, or a fine not exceeding one hundred shillings only, or in the case of an accused under sixteen years of age, of corporal punishment only.

All subordinate courts must bring to the notice of persons convicted by them the right of appeal, in cases where such right exists, and also the time within which notice of intention to appeal and petition of appeal must be lodged.

Further appeal from the High Court (i.e., in its appellate jurisdiction) lies to the Court of Appeal for Eastern Africa, without leave, on a question of law only.

Appeal from the High Court in its original jurisdiction (or a subordinate court exercising "extended jurisdiction") lies to the Court of Appeal for Eastern Africa:

- (i) without leave, against conviction on a question of law;
- (ii) with leave of the Court of Appeal or of the Judge or Magistrate who originally tried the case, on a question of fact, mixed law and fact, or any other ground which the court considers sufficient;
- (iii) with leave of the Court of Appeal against sentence, unless such sentence is one fixed by law.

162. There is no differentiation on the basis of race or sex in the administration of justice in any of the Courts established in the Territory.

163. The official language of the Court is English, but provision is always made for interpretation of the proceedings into a language understood by the accused and for the interpretation of his questions and statements made during the trial proceedings, and also for interpretation of questions to witnesses and of their replies.

164. **Constitution of Courts.** The constitution of the various Courts is as follows:

(a) The High Court:

- (i) original civil jurisdiction—one Judge;
- (ii) original criminal jurisdiction—one Judge and two assessors;
- (iii) appellate civil jurisdiction—one Judge;
- (iv) appellate criminal jurisdiction—one Judge—unless the Chief Justice directs in any particular case that an appeal be heard by two or more judges.

(b) The constitution of the Special Tribunal has already been described in an earlier paragraph.

(c) Subordinate Courts:

Civil and criminal jurisdiction: one magistrate. Subordinate Courts have power in any proceedings to call in the assistance of one or more assessors to aid them in deciding matters of native law and custom.

165. Judges are appointed in the manner prescribed in Article 19(2) of the Tanganyika Order-in-Council 1920 viz.:

"Every Judge shall be appointed by Letters Patent under the Public Seal of the Territory by the Governor in accordance with such instructions as he may receive from Her Majesty through a Secretary of State, and shall hold office during Her Majesty's pleasure."

166. The appointment of Magistrates is covered by Article 9 of the Order-in-Council, which reads:

"A Secretary of State, or the Governor, subject to the directions of a Secretary of State, may on behalf of Her Majesty, appoint, or authorize the appointment of, such public officers for the administration of the Territory, under such designations as he may think fit, and may prescribe their duties; and all such public officers, unless otherwise provided by law, shall hold their offices during Her Majesty's pleasure."

Article 10 of the Order-in-Council reads as follows:

"The Governor may, upon sufficient cause to him appearing, suspend from the exercise of his office any person holding any office within the Territory, whether appointed by virtue of any commission or warrant from Her Majesty or in Her Majesty's name or by any other mode of appointment. Every such suspension shall continue and have effect only until Her Majesty's pleasure therein shall be signified to the Governor. In proceeding to any such suspension, the Governor is strictly to observe the directions in that behalf given to him by any instructions as aforesaid."

The strength of the professional magistracy has been considerably increased during recent years. The establishment of resident magistrates is now twenty as compared with nine in 1948.

167. Administrative Officers, who are required to pass an examination in law, exercise judicial functions as follows:

- (i) Provincial Commissioners and District Commissioners have the powers and jurisdiction of first-class magistrates;
- (ii) District Officers have the powers and jurisdiction of second-class magistrates;
- (iii) Administrative Cadet Officers have the powers and jurisdiction of third-class magistrates.

Legislative officials do not exercise judicial functions.

168. During the year under review, two African administrative assistants were appointed third-class magistrates with jurisdiction throughout the Territory.

169. In addition to the judiciary establishment already described the Governor is empowered to appoint any suitable resident of the Territory to be a Justice of the Peace. The functions of Justices of the Peace in Tanganyika extend only to such matters as the authorization of arrests, the issuing of warrants and the administration of oaths and affirmations.

170. **Methods of Trial.** The conduct of proceedings in the Courts is governed in civil cases by the Indian Code of Civil procedure, which has been applied to the Territory, and in criminal cases by the local Criminal Procedure Code.

As regards the ascertainment of fact, in both civil and criminal proceedings the Indian Evidence Act (1872) applies, subject, in the latter case, to the provisions of the Criminal Procedure Code.

171. **Local Customary Law.** In all cases, civil and criminal, to which indigenous persons are parties, every court must, under the provisions of the

Tanganyika Order-in-Council, 1920, be guided by local customary law so far as it is applicable and not repugnant to justice or morality or inconsistent with any Order-in-Council or any law in operation in the Territory, and must decide all such cases according to substantial justice without undue regard to technicalities of procedure.

172. Right to Officiate in Courts. The right to officiate in the courts as an advocate is open to any person holding the requisite qualifications and duly admitted to practice within the Territory. Any male person of any race between the ages of 21 and 60 is liable to be called upon to act as an assessor. Assessors are selected by the Court to sit in the particular trial in which they are required. There is at present no jury system in the Territory.

173. Equality of Treatment. Equal treatment for the nationals of all Members of the United Nations in the administration of justice is ensured by the principle of complete non-discrimination on grounds of nationality.

174. Indigenous Tribunals. Included in the judicial organization are the Local Courts (previously known as Native Courts), which are tribunals composed exclusively of indigenous inhabitants.

175. The Local Courts Ordinance, to which reference was made in paragraph 185 of the report for 1950, was brought into force on the 1st June, 1951. It reflects the development of the courts during the twenty-two years since the Native Courts Ordinance was enacted in 1929, but does not radically alter their nature or status. They remain what they have been hitherto, a continuation of the judicial functions of tribal authority which have existed ever since the emergence of units possessing a common language, a single social system and an established customary law. Their primary function indeed is to give effect to this well-understood customary law, which regulates tribal society and the duties and liabilities of the members of the tribe one to another and of all to the tribe.

176. The Ordinance prescribes in general terms the powers of the courts, the precise jurisdiction of each being more fully defined in the warrant which is issued to every court by the Provincial Commissioner. The courts have jurisdiction over causes and matters in which all the parties are indigenous inhabitants resident or being within the area indicated in the court warrant; and also over cases in which Arabs, Somalis, Comorians, Baluchis or Malagasis are parties, when such persons have consented to the case being taken before the local court. Cases of the following nature are excluded from the jurisdiction of local courts:

- (a) any proceedings in which a person is charged with an offence in consequence of which death is alleged to have occurred, or which is punishable under any law with death;
- (b) any proceedings in connexion with marriage, other than a marriage contracted in accordance with customary law, except where the claim arises only in regard to bride-wealth or adultery and is founded only on customary law;
- (c) any proceedings affecting the title to or any interest in land registered under the Land Registry Ordinance or any Ordinance amending or replacing it;
- (d) any proceedings in relation to witchcraft, except with the approval of the Provincial Commissioner or an administrative officer who has been authorized generally or specially to give such approval;
- (e) any proceedings removed from the jurisdiction of such court by the terms of any warrant or order;
- (f) any other class of proceedings which the Governor may, by order published in the Gazette, remove from the jurisdiction of local courts.

177. There remain petty criminal cases, including those involving infringements of rules and orders made under the Native Authority Ordinance, cases relating to personal status, marriage and divorce under customary or Mohammedan law, inheritance, claims to unregistered land, debts, and many others arising out of disputes of one kind or another and not so easily classified.

178. The new Ordinance provides that civil proceedings in respect of customary marriage or inheritance and those relating to immovable property (other than freehold land, leasehold property or land held under a right of occupancy for a term of years) shall be commenced in a local court having jurisdiction.

179. Subject to the limitations laid down in the warrant of each court, the local courts administer:

- (a) local law and custom, so far as it is not repugnant to justice and morality, or inconsistent with any Order-in-Council or with any other law in force in the Territory;
- (b) orders and rules lawfully made under the Native Authority Ordinance;
- (c) the provisions of any Ordinance in which jurisdiction is expressly conferred upon them;
- (d) the provisions of any law which, by special order, the courts may be authorized by the Governor to administer.

180. There were formerly three types of court, commonly known as "A", "I" (Intermediate) and "B", but the intention is gradually to replace them by two types only, with jurisdiction, according to the needs and ability of the court, up to the limits set out below:—

<i>Maximum Civil Jurisdiction</i>		<i>Maximum Criminal Jurisdiction</i>
"A" Court	Shs. 3,000/- value, or 60 head of cattle	Imprisonment up to 18 months. Fine up to Shs. 1,000/-. Whipping 8 strokes.
"B" Court	Shs. 1,000/- value, or 25 head of cattle	Imprisonment up to 6 months. Fine up to Shs. 500/-. Whipping 6 strokes.

181. In cases of a criminal nature local courts may order:

- (a) the imposition of a fine;
- (b) the infliction of a term of imprisonment;
- (c) the administration of corporal punishment;
- (d) supervision of habitual offenders;
- (e) forfeiture of land or property in case of unlawful occupation or use, and may make any other order (including an order for compensation or costs) which the justice of the case may require.

182. All sentences of imprisonment are served in Government prisons and must be approved by the administrative officer who makes out the commitment warrant; similarly, no order for corporal punishment, supervision of habitual offenders or forfeiture may be carried out until it has been thus approved. Administrative officers exercise a close and constant control over the courts and tender reports to their Provincial Commissioners, who supervise generally the whole system. Returns of all cases tried (including appeals) and all punishments ordered are rendered to the Member for Local Government and are closely scrutinized. The extent of the work undertaken by the local courts will be seen from Appendix V (3).

183. The Local Courts Ordinance has altered the system of appeals. Formerly it was possible, in some districts, for a case to be taken through no less than six different courts, from the court of origin ("B" court), to a superior court ("A"),

thence to the Court of a Council of Chiefs, to the District Commissioner, to the Provincial Commissioner, to the Governor's Appeal Board. Under the new Ordinance the double appeal at the purely local court level is done away with and only one appeal is possible. From the local court of appeal a further appeal will lie to the District Commissioner. The appeal to the Provincial Commissioner has been eliminated entirely and appeal beyond the District Commissioner can now only be made—to the Central Court of Appeal—with the permission of the Provincial Commissioner. The Central Court of Appeal replaces the former Governor's Appeal Board and now consists of a judge of the High Court, the Member for Local Government, and the Local Courts Adviser. A link has thus been made with the High Court system.

The new Ordinance retains the former provision whereby cases can be transferred to the High Court, so that any appeal involving points of non-native law can be submitted to the High Court, if necessary.

184. During the year the court systems in several districts were reorganized in the interests of greater efficiency and convenience to the people concerned. The position reached in the gradual process of separating the judicial from the executive functions of the native authorities has been described in paragraphs 131 and 132.

F. ECONOMIC ADVANCEMENT

(a) General

185. **General Economic Situation.** The general position remains as stated in last year's report. With increasing development in all directions the economic life of Tanganyika continues to expand and to gain strength but it still is and for a long time will continue to be, mainly based on agriculture. The material progress and general well-being of the Territory and its inhabitants are largely dependent on the results of its agricultural activities in the production of cash crops for export and of food crops for local consumption. The year 1949 was an unfavourable one for agriculture due to a severe drought, while in 1950 conditions were generally satisfactory. During the year under review, favourable climatic conditions again obtained and it was possible to close, at least temporarily, the adverse gap of former years between maize production and consumption. Maize in excess of the available storage capacity and small quantities of rice were exported for the first time since 1948. The production of cash crops has shown varying results but producers have continued to benefit from further increases in prices which are reflected in the large increase in the value of the Territory's total exports. The demand for labour has maintained the tendency towards higher wage rates.

186. With no shortages in the main food crops and high prices for export crops, trade was buoyant and the effects of the rapid curtailment of the Overseas Food Corporation's activities, which in other circumstances might have been considerable, were very little noticed. The expansion of trade was checked to some extent by supply difficulties on the imports side. These difficulties were slower to develop and proved less general than had been expected, but by the end of the year they were beginning to affect a fairly large range of goods, while prices had risen and were still rising steeply. In clothing and textiles generally the supply position remained relatively easy, but such articles as bicycles and some building materials and machinery were not arriving in sufficient quantities to meet the demand.

187. **Development Programmes.** There was no important change in the development organization during the year. The Member for Development and Works and his staff, headed by the Commissioner for Development, continued to

be responsible for the control of expenditure under the Development Plan, and for ensuring the implementation of the approved programme of schemes by the individual departments charged with their actual execution.

Particulars of the progress made in all the schemes concerned with the development of natural resources (agriculture and animal husbandry) started or continued in 1951 under the Development Plan are given in Appendix VIII and only a brief general description is given here.

188. There has been a sustained and striking increase in the tempo of development from 1948 onwards as is indicated by the following expenditure figures—1948; £851,000: 1949; £1,687,000: 1950; £3,438,000: 1951; £4,000,000 (estimated). The 1952 budget provides for an expenditure of £6,614,000.

189. The problem of developing agriculture on sound and efficient lines is no one that can be dealt with from a single aspect only. It involves the provision of instruction and guidance in better agricultural practices and therefore the training of more and better instructors; the use of proper soil conservation methods so that the fertility of the soil shall not be lost; the provision of improved and more disease-resistant seed; mechanical cultivation where appropriate; irrigation where feasible; and adequate communications to enable the crop to be disposed of when harvested.

190. The training of instructors is carried out at the Ukiriguru Agricultural Training School and will be undertaken at the new Agricultural and Natural Resources School at Tengeru now under construction. Development funds have been provided for the improvement of the beeswax industry and for improvement in the production of copra, tobacco, rice, cotton and coffee by demonstration and instruction. The importance of proper soil conservation practices is fully realized and as the result of constant advice and propaganda the areas conserved and ridged are steadily increasing. Major soil conservation work is undertaken by the Soil Conservation Division of the Department of Agriculture.

191. Funds have been provided for the improvement of planting material and the various research and demonstration stations are, among other things, trying to improve strains and provide seed for distribution to cultivators. In particular, considerable progress has been made in developing higher yielding and more disease-resistant varieties of cotton, rice, maize and cassava.

192. Further experience has been gained in dealing with the problems of mechanical cultivation, particularly in such matters as the suitability of equipment for local conditions and the economics of operation.

193. In the general programme of road development the importance of the provision of minor roads to enable produce to get to the market and to stimulate additional production is recognized and considerable progress has been made in this direction.

194. The development of fish farming in the Territory is being actively pursued and some twenty-three fish ponds have been constructed and are in use. African instructors are being trained and experimental work undertaken. A considerable amount of experimentation and investigation has been carried out in connexion with the development of sea, lake and river fisheries.

195. A similar many-sided approach to the problems of the livestock industry is being made. Demonstration farms have been established to demonstrate improved methods of livestock breeding and management and also to improve the local stock by breeding and the sale of improved strains. Instructors are being trained at the Veterinary Training School at Mpwapwa and further training facilities will be provided at the Agriculture and Natural Resources School now

being built at Tengeru. A striking improvement in the ghee industry has resulted from intensive instruction and grading of the product.

Various research and experimental schemes are in progress, among which the Mkata Plains scheme to test the possibility of holding and breeding cattle in a tsetse infested area is of particular interest. Experience to date suggests that with adequate control measures this can be a practicable and profitable proposition.

196. Further progress was made on a number of general development projects, the most important of which are the development and rehabilitation schemes of Sukumaland, Mbulu, Uluguru, Usambara, Masailand and the Southern Province. These schemes are to some extent similar in that they are planned to improve conditions in general in a given geographical area and involve comprehensive planning and co-ordination of all factors affecting the welfare of the people in the area. This has led to experimentation with new techniques of combined planning and administrative and financial delegation. The progress of the Sukumaland and Mbulu schemes, which have been in operation for about four years, is most satisfactory and the preliminary investigations, surveys and experiments are now beginning to bear fruit and the measure of local support and enthusiasm is very encouraging. Tsetse reclamation by discriminative clearing has continued on a large scale, water supplies provided whether by dam, borehole or pipe, and orderly settlement of people and stock from the overcrowded areas undertaken. The necessity of limiting the number of stock to the carrying capacity of the land is now more generally accepted by the people and is indicated by the success of the culling programme in the Mbulu district.

In addition to resettlement and improved agricultural practices the schemes provide for roads, mechanical cultivation, re-afforestation, fish ponds and other measures to promote the welfare of the inhabitants of the areas concerned.

197. The other schemes mentioned in the preceding paragraph are still in their preliminary stages and will benefit from the experience gained in Sukumaland and Mbulu. In the Uluguru and Usambara mountains particular emphasis is laid on controlling erosion caused by the run off of surface water. In Masailand the main tasks are to provide more water for humans and for stock and to clear tsetse infested bush. The Southern Province plan aims at a steady increase in agricultural production, which is being stimulated by the introduction of improved methods and by the opening up of communications.

198. The activities of the Water Development Department continued to expand and work on dams, boreholes, wells and piped water supplies have been undertaken all over the Territory. In addition the basic store of hydrological information about the country is being steadily increased. Investigations into the possible utilization of waters of the Pangani river have continued.

199. In the medical field the major remaining part of the work on the Kibongoto tuberculosis hospital was completed, the construction of the Korogwe hospital nearly completed and a start made on a new hospital at Nzega. Considerable work on extensions and improvements to other hospitals in the Territory also took place.

200. The programme for the construction of educational buildings continued and the many works in hand included such major items as the secondary school at Songea and the teachers training centres at Mpwapwa and Butimba.

201. In regard to communications considerable progress was made on the road system in the Northern Province, where a macadamized road is being constructed from Namanga on the Kenya frontier to Arusha and thence onwards to Moshi and Himo. It is confidently expected that this road will be completed during 1952 and there will then be a stretch of 120 miles of first-class bitumenized

road. In addition, a good start has been made on the road from Dar es Salaam to Morogoro which will be of similar standard. The work is also being undertaken by contract, supervised by the Consultants to Government, Sir Alexander Gibb & Partners. A further main link of a similar standard will shortly be constructed between Tanga and Korogwe.

Another most important link is that between Morogoro and Iringa, where a direct road has been surveyed and preliminary work has already started. This road will be of high standard stabilized gravel and will be some 200 miles in length. Attention has also been given to a number of other major roads in the Territory, including the construction of 60 miles of new road from Lindi to Nanganga. This road will also be of a high standard gravel construction. A start has been made also on the construction of a realigned road from Dar es Salaam to Bagamoyo and the first section of some seven miles has been completed. A further section of five miles was nearing completion at the end of the year. General improvements have been carried out on the Great North Road and a survey has been made of all the bridges which are to be strengthened.

202. During the year work has proceeded on the new aerodrome at Dar es Salaam and it is hoped that this will be in operational use, though not entirely completed, by the end of 1952. This project is costing some £750,000 and the aerodrome will be one of the most up-to-date and efficient in Africa. It is being made up to international standard "C" and will be capable of taking jet propelled planes. Improvements have been made and are continuing on the Tanga aerodrome, where a hard surface main strip is being constructed, and on a number of other aerodromes throughout the Territory.

203. Work has started on the construction of deep water berths in Dar es Salaam, and by the end of the year those at the new port of Mrwara in the Southern Province were nearing completion. Work continues also on the new railway construction in the Southern Province.

204. Considerable work has been carried out under the programme of public buildings, including stores, workshops, depots and offices, and a start has been made on the erection of new military barracks near Dar es Salaam. The problem of housing is still an acute one in the larger urban areas for all sections of the community but progress has been made during the year in the provision of quarters for Government servants. Particular attention continues to be given to the question of African housing in Dar es Salaam. By the end of the year nearly 100 new houses were completed and the programme envisages a minimum of another 400 during 1952. As was mentioned in last year's report, a separate organization has been set up to deal with the whole problem of African urban housing.

205. Very considerable progress has been made under the ten-year development plan, but it must again be pointed out that this plan by no means covers the full scope of the Territory's programme of economic advancement. There are various other governmental activities not included in the plan, to which further reference will be made in a later section of this report dealing with the development of natural resources, but in the general economic advancement of the Territory private initiative and enterprise play a very important part. During the year under review there has been continued development in privately financed agricultural, mining and other industrial activities. Twenty-five new companies were registered with a nominal capital of some £2½ million. Inducement for the investment of private capital in the Territory is offered through the operation of the Income Tax Ordinance but no attempt is made to direct the investment of such capital.

206. **Economic Policy and Objectives.** The general economic policy of the Administering Authority has frequently been stated and remains unchanged. It aims at increasing the wealth of the Territory by associating all sections of the

community in the fullest possible development of its natural resources, with the objective of progressively raising the general standard of living, more particularly of the indigenous inhabitants.

207. In the implementation of this policy there is no discrimination in economic matters on grounds of race or nationality, except to the extent of the measures taken to safeguard the interests of the indigenous peoples. The restriction placed upon immigration, for example, affords them a degree of economic protection. It is the aim of administrative policy to bring the African population to a full participation in the economic development of the Territory and to fit them to take over some of the functions at present performed by non-indigenous inhabitants. A study of the many schemes included in the territorial development plans will show the extent to which development is directed towards the improvement of conditions for the indigenous population. In the rural areas further steady progress has been made in the efforts to relieve the agriculturalist of much of the tedious labour involved in primitive systems of agriculture, by the introduction of mechanical cultivation, and the results of the pilot schemes undertaken have been encouraging, particularly in the case of rice cultivation. As has already been mentioned provision exists for financial assistance to African agriculturalists. Special consideration is being given to the possibility of making more effective use of these facilities and of providing assistance to Africans in commercial or industrial activities.

208. Mention was made in last year's report of a general relaxation of economic controls as supplies of all kinds became more plentiful, and of the removal of price controls with the object of enabling the inhabitants to benefit from conditions of free competition. In view of possible restrictions of imports resulting from the course of world events and in the light of the continuing increase in living costs it has been considered desirable to call a halt in the progressive removal of controls. Price control has been maintained over a limited range of essential commodities and preparations made to extend it should such a course be found necessary in the interests of the majority of the inhabitants of the Territory. Distributional control was maintained over maize, rice, sugar and jute bags and export control imposed to protect internal supplies. Some relaxation of import control was provided at the end of the year by the extension of an open general licence to a considerable number of imports. The Defence Regulations covering economic controls were replaced during the year by territorial ordinances.

209. The economic equality provisions of Article 76(d) of the Charter are embodied in Article 9 of the Trusteeship Agreement for Tanganyika and all members of the United Nations and their nationals enjoy equal treatment. The economic activities carried on by nationals, or by corporations and associations of nationals of Members of the United Nations, other than the Administering Authority, cover a very wide field. In the case of businesses, which expression for the purposes of the law includes professions, complete information as to the number of persons engaged therein is not yet available. Under the provisions of the Registration of Business Names Ordinance, 1930, all individuals or incorporate associations of individuals in partnership carrying on business under a business name other than their own true surname or surnames are required to be registered. At the end of 1951 the Central Register of Business Names contained particulars of 3,436 businesses, of many different types, carried on by persons of sixteen different nationalities. Persons carrying on business under their own names are not required to be registered and there is therefore no central record of their number or particulars.

210. All companies operating in the Territory are required by the Companies Ordinance, 1931, to be registered. At the end of 1951 there were 1,039 companies

registered, carrying on businesses which cover every aspect of life in the Territory, including agriculture, mining, transport, banking, construction and commerce and trade generally.

211. Non-indigenous groups do not enjoy a special position in any branch of the economy of the Territory, except such as they may acquire by reason of the ownership of greater financial and capital resources and the possession of greater technical skill and wider experience. Such advantages do not constitute a ground for any special legal status.

212. The legal status of enterprises owned or operated in the Territory by British nationals in no way differs from that of enterprises owned or operated by the nationals of other States. All are subject to the same legislation, e.g., the Companies Ordinance, the Trades Licensing Ordinance and the Mining Ordinance. No enterprises are directly owned or operated by the Administering Authority itself.

213. The only concessions granted over extensive areas are those which confer the right to exploit timber and other forest produce. At the end of 1951 thirty-nine forest concessions were in operation covering a total area of approximately 44,200 square miles. The extent of concession areas varies considerably depending on the quantity of timber or other forest produce available. All concessions are put up to public tender and are designed to safeguard the interests of persons who invest capital in plant and machinery for the exploitation of the produce. Concessions are granted for periods of from one to twenty-five years according to circumstances and can be terminated on non-compliance with certain conditions prescribed for the efficient working of the area. Royalty is collected on the produce exploited and in most cases a premium is paid in consideration of the exclusive right granted in the concession. A minimum annual royalty payment is generally demanded to ensure active working of the concession.

214. There are no mining "concessions" in the generally accepted sense of the word. On the 31st December, 1951, there were 2,134 titles registered under the Mining Ordinance, 1929, authorizing prospecting or mining over a total area of approximately 3,267 square miles.

215. There are no land "concessions". All alienated land—other than that held as freehold on titles dating back to the time of the former German administration—is held on rights of occupancy under the system of tenure described in a later section of this report.

216. **Social Aspects.** The general picture remains as described in last year's report. The economic development of the Territory continues to expand, to the benefit of all sections of the population. Those engaged in the production of primary produce have continued to profit from good prices and all concerned with commerce and industry can look back on another successful year. The necessary machinery to permit of the preparation of accurate estimates of national income is still lacking but a study of the figures of territorial revenue and expenditure, imports and exports and gross production recorded in successive annual reports will give a general picture of the steady improvement in the position. Trade returns reached a record figure during 1951 and the fact that the estimate of public revenue for 1952 approaches the £13 million mark, as compared with the figure of £2,300,000 for 1940—which included Railways and Port Services—indicates the extent of the Territory's economic development during recent years. In regard to national income, however, it is again necessary to refer to one very important aspect. A very large proportion of the population continues to be virtually self-supporting in respect of many of the necessities of life and individual incomes are therefore largely a question of the value and volume of production for personal use and consumption rather than a calculation

in terms of cash. In addition there is the large volume of trade represented by the innumerable transactions between indigenous inhabitants, by sale or barter, in respect of food supplies, forest produce, cattle, small stock and so on. It is impossible to keep records of such transactions but any calculations of national wealth or income which did not take this aspect of national life into full account would present an incomplete picture.

217. The year under review has seen a further rise in the general cost of living, due partly to the increased cost of imports and partly to the higher prices paid to producers for the main food crops. The effects have been most severely felt by wage earners and others on fixed incomes, particularly in the urban areas. Primary producers are still in the fortunate position of being able largely to offset the higher cost of the things they must buy by the increased prices obtainable for the produce they have for sale. As far as it is possible to generalize in such matters it may be said that during the year there was a tendency towards a shortage of money in the towns and a shortage of goods in the rural areas.

(b) Public Finance

218. **Revenue and Expenditure.** A detailed statement of the territorial revenue and expenditure and comparative tables of total revenue and expenditure, section by section, are included in Appendix VI. A.

Copies of the following documents have been supplied to the Library of the United Nations:

- (i) Detailed budget for 1952 with explanatory memorandum and report of the Standing Finance Committee of the Legislature on the draft estimates.
- (ii) Estimates of Revenue and Expenditure of the Development Plan for 1952.
- (iii) Annual report on the Accounts and Finances of the Territory for 1950, the last completed year of account.

219. **Budget Procedure.** The preparation of the annual budget is undertaken in the office of the Financial Secretary to whom each Head of Department submits schedules giving detailed estimates of revenue and expenditure for the ensuing financial year in respect of all items under the control of his department. A detailed examination of the draft estimates is carried out by the Standing Finance Committee. The agreed draft is introduced into the Legislature by the Financial Secretary. The estimates are then approved by resolution of the Legislative Council. Statutory authority for the expenditure of public funds as detailed in the budget is given annually in the Appropriation Ordinance.

The authority for implementing the approved budget is in the Governor's Warrant.

220. **Grants-in-Aid.** Grants under the terms of the United Kingdom Colonial Development and Welfare Act are made in respect of items included in the Development Plan budget. Final figures for 1951 are not yet available but the estimated expenditure on Colonial Development and Welfare schemes during the year amounts to £1,067,000. In 1950 the total amount of the grants received was £1,093,404, which was expended as follows:—

Scheme		£
D.344	Improvement of Stock Routes	6,092
D.418	African Girls' and Women Teachers' Training Centres, Machame and Mbeya	7,386
D.455	Social Centres	1,503
	<i>Carried Forward</i>	<u>£14,981</u>

Scheme	Brought Forward	£
D.507 Tsetse Reclamation, Arusha	£14,981	81
D.598 African Girls' and Women Teachers' Training Centre, Lake Province	1,150	
D.627 Water Development	134,578	
D.794 Development of Forest Resources	21,728	
D.805 Development of Mbulu District	19,447	
D.822 Road Development Programme	316,500	
D.869 Great North Road	260,814	
D.871 Education	166,931	
D.897 Geological Survey	17,980	
D.962 Soil Conservation	34,837	
D.1033 Development of Public Health Services	24,003	
D.1265 Fisheries Marine	27	
R.29 Pasture Research	5,376	
R.681 Aircraft Spraying of Insecticides (capital)	815	
R.173 East African Medical Survey	2,354	
R.290 Investigation into Malarial Vectors	1,500	
R.344 Colonial Insecticide Research (Capital)	37,011	
R.373 Aircraft Spraying of Insecticides (Recurrent)	16,748	
R.386 Colonial Insecticide Research (Recurrent)	17,000	
	<u>£1,093,861</u>	
R.162 } Malaria Research	Cr. 457	
R.162A }		
R.162B }		
	<u>£1,093,404</u>	

221. **Capital Position.** A comparative statement of the capital position of the Territory, including loans, debts and reserves, is given in Appendix VI. B.

(c) Taxation

222. **General.** The tax system of the Territory comprises the direct taxes enumerated in a later paragraph of this report and indirect taxation in the form of import, export and excise duties, stamp duties, and miscellaneous licence fees. Import duties continue to represent the largest single item in the Territory's revenue, considerably exceeding the total collection from all forms of direct taxation.

223. The administration of taxation is primarily the responsibility of the central Treasury, under the Accountant General, whose duty it is to implement the policy of the Government as reflected in the various taxation laws. The Provincial Administration acts as the agent of the Treasury for the collection of taxes in the provinces, with the exception of income tax, which is collected by the Income Tax Department. The East African Customs and Excise Department is responsible for the collection of customs and excise duties. The Native Administrations are responsible, under the direct supervision of the Provincial Administration, for the collection of native house and poll tax.

224. Rights of administrative appeal are provided for by statute in respect of native poll tax and income tax. Rights of judicial appeal are provided for by statute in respect of non-native poll tax, income tax and estate duty. As regards native house and poll tax the present system of assessment does not permit of appeals in the generally accepted sense. Efforts to introduce a graduated system of house and poll tax for the indigenous population have so far been un-

successful and the flat rate system of collection therefore continues. The flat rates, which are fixed annually, vary in different localities according to local economic conditions and the capacity of the people to pay. The native authorities are always consulted in regard to any change in these flat rates. Adequate provision is made for total or partial exemption in necessitous cases but as there is no form of individual assessment there can be no provision for individual appeal against the tax rate. The granting of such rights of appeal as are provided in the case of other forms of direct taxation must await the introduction of a graduated system with individual assessment.

225. Taxation, both direct and indirect, is imposed for general revenue purposes and not for affording economic protection. Foreign individuals and companies are not subject to any tax measures other than those applicable to the nationals of the Administering Authority.

226. **Direct Taxation.** Direct taxes as follows were operative during the year under review. The rates at which these taxes are levied are set out in Appendix VII. A.

- (a) *Native House and Poll Tax.* House tax is payable in respect of every "native dwelling" and poll tax by every able-bodied male member of the indigenous population of the age of eighteen years who is not liable for house tax, other than those in each case who are included in categories specifically exempted. Individuals may claim exemption on the grounds of age, poverty or infirmity.
- (b) *Non-Native Poll Tax.* Payable by all male persons who are not liable to any of the taxes leviable under the native tax laws. Tax is graded and is assessed in relation to individual incomes. Provision is made by statute for both administrative and judicial appeal from assessments.
- (c) *Non-Native Education Tax.* Payable by every male non-native above the age of 18 years resident in the Territory.
- (d) *Municipal House Tax.* Levied on householders in specified townships at rates not exceeding 15 per cent. of the net annual value of the house. The tax is not leviable in townships where local rates are in force. Individuals may claim exemption on grounds of age, poverty, or infirmity.
- (e) *Estate Duty.* Payable at graduated rates determined by statute on any deceased persons estate of a value exceeding £100.
- (f) *Income Tax.* Assessed in relation to individual incomes.

227. Save for the specific distinction indicated under (a), (b) and (c) above all taxation laws are applied indiscriminately to every section of the population. All direct taxes are paid individually and, with the exception of house and income tax, are payable only by able-bodied adult males. The Native Tax Ordinance includes provision for the collection of tax on a communal or collective basis but this method has not been employed.

228. All taxes are payable in money, there being no provision for payment in kind. Payment may be made in instalments. The penalties for non-payment of direct taxes are either fine or imprisonment. In the case of non-native poll tax failure to pay by the due date is penalized by a 50 per cent. addition to the rate of tax. Provision for the imposition of similar penalties in respect of native house and poll tax is included in the Native Tax (Amendment) Ordinance, 1951, but has not yet been brought into operation.

229. **Labour in Lieu of Payment.** Hitherto provision has existed under the Native Tax Ordinance for liability for the payment of house or poll tax to be discharged by labour. This provision has now been abolished, the relevant

section of the principal ordinance having been repealed by the Native Tax (Amendment) Ordinance, 1951.

230. Tax Rebate. A proportion of the house and poll tax collected is paid to native treasuries. With the extension of the responsibilities of native authorities the proportion of tax paid as rebate has been increased and in 1951 it varied from 27 per cent. to 88 per cent. and averaged more than 40 per cent. No rebate was paid to the native treasury of the Moshi District where up to the end of the year it continued to be assimilated in the local rating system.

231. Tribute. All chiefs, as well as other native authorities, receive emoluments paid from the revenues of their respective native treasuries. The former custom of the payment of tribute was abolished with the introduction of the present system of native administration. Since then chiefs and headmen have not been permitted to exact tribute in cash or kind or in free labour or personal service.

232. Indirect Taxation. A list of indirect taxes, other than import, export or transit duties, is given in Appendix VII. B. Internal taxes apply only to domestically produced goods except in the cases of sugar consumption tax, which is levied on both imported and locally produced sugar, and the salt tax which applies to imported salt only.

(d) Money and Banking

233. General Organization. The East African Currency Board, with headquarters in the United Kingdom, provides for and controls the supply of currency to the East African territories including Tanganyika. No bank or other agency in the Territory is authorized to issue currency.

The banking and credit systems operating in the Territory are those normally used in commercial banking circles.

234. Currency. The laws and regulations governing the issue and circulation of currency are contained in the Metallic Currency Ordinance and the Currency Notes Ordinance enacted in accordance with the provisions of an Order-in-Council dated the 10th August, 1921.

235. The British East Africa shilling coined under the provisions of the Order-in-Council is the standard coin of the Territory. Subsidiary coins are of the following denominations:—one cent, five cents, ten cents and fifty cents. There are one hundred cents to the shilling. Currency notes are issued in the following denominations:—five, ten, twenty, one hundred, two hundred and one thousand shillings.

236. The United Kingdom Government, Municipal Securities and Dominion and Colonial Government Securities form the backing of the currency. The seigniorage is received by the East African Currency Board.

237. The currency in circulation in Tanganyika at 30th June, 1951, amounted to:

	Notes	Coin	Total
as compared with	£6,477,726	£1,114,678	£7,592,404
at the 30th June, 1950.	£4,658,234	£390,679	£5,048,913

238. Banks and Credit Societies. The particulars of Banks doing business in the Territory are as follows:

(1) The Standard Bank of South Africa, Limited (Incorporated in the United Kingdom).				
Authorized Capital	....	....	....	£10,000,000
Issued	"	....	....	£10,000,000
Paid up	"	....	....	£5,000,000
Reserve Fund	"	....	....	£5,000,000
(2) The National Bank of India, Limited (Incorporated in the United Kingdom).				
Subscribed Capital	....	....	....	£4,562,500
Paid up	"	....	....	£2,281,250
Reserve Fund	....	....	....	£3,600,000
(3) Barclays Bank (Dominion, Colonial and Overseas) (Incorporated in the United Kingdom).				
<i>Authorized Capital.</i>				
"A" Shares of £1	....	....	£7,228,500	
500,000 "B" Shares of £5	....	....	£2,500,000	
				9,728,500
Balance divisible into such shares as the Directors may determine	....	....	271,500	10,000,000
<i>Issued Capital.</i>				
6,621,500 "A" shares of £1 fully paid, converted into stock	....	....	6,621,500	
500,000 "B" shares of £5 each, £1 paid	....	....	500,000	
				7,121,500
Reserve Fund	....	....		8,855,375
(4) Banque du Congo Belge (Société Anonyme) (Head Office in Bruxelles).				
<i>Subscribed and Paid up Capital.</i>				
Belgian Francs	....	....	20,000,000	
(5) Nederlandsche Handel-Maatschappij, NV., Head Office, Amsterdam.				
Authorized Capital Netherlands guilders	....	....	75,030,000	
Capital fully paid up Netherlands guilders	....	....	53,842,500	
Reserve Netherlands guilders	....	....	23,000,000	

This Bank commenced business in Tanganyika on the 2nd April, 1951, with the opening of a branch at Dar es Salaam.

239. There are five credit (loan) societies confined to members of the Ismailia Khoja sect of the Indian community operating at Dar es Salaam, Tanga, Moshi, Mwanza and Dodoma. These societies make use of the facilities offered by finance corporations instituted by their sect to augment the funds obtained from members.

240. **Saving Banks.** Banking facilities for small depositors are offered by the Tanganyika post office savings bank which operates throughout the Territory. The minimum amount which may be deposited is one shilling. Deposits in individual accounts must not exceed £500 in any one year and the total credit balance may not exceed £1,500. Special provision is made for the accounts of minors and for those of benevolent and philanthropic societies. Interest is paid on deposits at the rate of 2½ per cent. Accounts may be operated also in Kenya and Uganda and credit balances may be transferred to certain countries overseas. Withdrawals not exceeding fifty shillings may be made on demand at any savings bank office and amounts up to Shs. 150/- may be withdrawn by telegraphic application to the head office. Warrants, for which three days' notice is required, are necessary for the withdrawal of larger sums. The balance of deposits in the Post Office Savings Banks on the 31st December, 1950, was £1,748,600 as compared with £1,596,000 on the 31st December, 1949.

241. **Credit Facilities.** A Land Bank, which has been in operation since the 1st January, 1949, provides loans to farmers, co-operative societies and native authorities for agricultural purposes. A Local Development Loans Fund has also been established, designed primarily to promote African and Arab agricultural

production, and mention has been made in an earlier paragraph of the wide range of schemes for which loans have been granted from this fund. Loan facilities for industrial and other purposes are afforded by the several banks operating in the Territory.

242. **Exchange Control.** Tanganyika is one of the Scheduled Territories and the transfer of currency from Tanganyika to non-Scheduled Territories is restricted to the extent that imports of goods are controlled, and payments in respect of invisible imports may be effected as permitted under Exchange Control Regulations. Broadly speaking, non-Scheduled Territory nationals who are resident in Tanganyika may remit funds for the maintenance of their dependants and the education of their children and when they are proceeding on leave to their home countries a sum not exceeding the amount of their leave salary plus 25 per cent. may be made available in foreign currency. When a non-British resident returns to his native country for permanent residence, his capital may in general be transferred subject to an upper limit of £5,000. When a non-British resident proceeds to a country other than his native country he is accorded the same treatment as a British emigrant.

(e) Natural Resources

243. **General.** The prosperity of the Territory and the well-being of its people are dependent on the extent and variety of the products of agriculture. Great as is the value of the exports of sisal, coffee, cotton, and other crops grown mainly for overseas markets, it must be emphasized that vastly greater acreages are devoted to the production of the staple foods of the indigenous inhabitants. Wide variations of climate and soil permit the cultivation of a remarkable range of crops, such as maize, rice, sorghums, and wheat; sisal, cotton, and kapok; tea, coffee and tobacco; coconuts, cashewnuts, sesame, castor seed, groundnuts, and sunflower seed; sugarcane; and fruits, vegetables, root-crops, and pulses, normally associated with sub-tropical and even temperate zones, in addition to the typically tropical species.

244. **Sisal,** a crop which tolerates the erratic climate conditions so prevalent in the Territory and provides well paid employment in areas where food crops suffer from recurrent droughts, is the main export product of the Territory. In 1950 exports of fibre and tow amounted to 118,909 tons and were valued at £11,846,057. Production during 1951 is estimated to have increased by some 20 per cent. Coffee, mainly grown in the highlands and to the west of Lake Victoria, is becoming of increasing importance, the value of the 14,991 tons exported during 1950 being £3,471,069. The figures for 1951 are expected to be still higher. Cotton, grown largely in the Lake and Eastern Provinces, was exported in the form of baled lint to the extent of 7,006 tons, valued at £1,443,401, in 1950. A slight decline in production in 1951 was due to somewhat adverse conditions for this particular crop. The staple foods of the indigenous population are exported to a small extent only as the maintenance of adequate stocks is considered to be of paramount importance. Such exports of staple foods as do occur are almost invariably for the purpose of freeing storage space for new harvests.

245. In the brief description of the Territory's vegetation given in Section A of this report, reference has been made to the wide range in type and variety of the natural landscape. The development of forest resources and their economic exploitation has continued during the year under review.

Unfortunately complete figures for 1951 are not yet available, but those for 1950, not available for inclusion in last year's report, give an indication of the scope of operations. Altogether 55,000 cubic tons of timber were produced,

69 per cent. of this being used in the Territory, 8 per cent. being exported to Kenya and Uganda and 23 per cent. going overseas. Timber exports were valued at £433,000 and exports of minor forest products were estimated at £400,000. The more important minor forest products exported were beeswax (valued at £115,000), gum arabic (£128,000), sansevieria fibre (£60,000), wattle bark (£50,000), mangrove bark (£12,000) and palm kernels (£16,000).

246. Another of the Territory's natural resources playing an increasingly important part in its economic development is its livestock, meeting requirements for local consumption and adding to the list of exports. Complete figures for December are not yet available but during the first eleven months of this year 167,257 head of cattle and some 108,034 sheep and goats were sold on the primary markets. These figures do not include animals slaughtered for local consumption but not passing through the markets. In 1951 the value of exports of hides and skins amounted to £924,146.

247. Among the known mineral resources of the Territory are gold, diamonds, tin, lead, mica, coal, tungsten, salt, iron, graphite, kaolin, magnesite, gypsum and soda. The main items of exports in 1950 were gold bullion 125,267 ounces Troy valued at £815,612, diamonds, 70,597 carats provisionally valued at £746,370, 129.4 tons of tin ore valued at £76,078, 1071 tons lead concentrates worth, £97,550 and 49 tons sheet mica worth approximately £61,175. The provisional figures of minerals exploited in 1951 are given in Appendix XI.

248. In any examination of the value of the natural resources of the Territory reference should be made to its natural fauna. The presence of many species of game does undoubtedly attract both tourists and sportsmen. On the other hand, in some areas, game are responsible both for depredation of cultivation and tsetse infestation which restricts pastoral activities. Where necessary, the Game Department provides a crop protection service against the more formidable species of mammalia and this service in turn earns revenue for the Territory by the sales at public auction of ivory and skins. In 1950, the revenue from this source, together with found ivory and other trophies confiscated as a result of court proceedings for infringements of the game laws, amounted to £73,276 as against £66,834 in 1949.

249. **Development.** A brief résumé of development projects has already been given in an earlier section of this report. The progress made under the revised Development and Welfare Plan, a copy of which formed the first appendix to last year's report, is summarized in Appendix VIII of this present report. Backed by efficient research services, of which details will be found in a later section, the various projects covered by the plan have been carried forward at an accelerated rate and in most cases with marked success.

250. In the large-scale development and rehabilitation schemes in the rural areas the aim has been to secure the active and intelligent co-operation of the people as a pre-requisite to success, not only during the operative period of development but also in the maintenance of the schemes when these are fully established, and the results achieved have been encouraging. Many of these schemes have their origin in the need to deal with problems of pressure on the land and although this forms only one aspect of the schemes details of them are, as a matter of convenience, given in a later section dealing with the question of population pressure.

251. As regards activities not included in the development and welfare plan, mention must be made of the sustained investigations of the Territory's coal resources. By the end of the year it was evident that the deposits in the Ruhuhu area of the Songea District contain sufficient coal of fair quality to meet the total East African requirements for many years and to permit of exploitation of the

large titaniferous iron ore deposits at Liganga by a special process which has been shown to be technically feasible. The question of rail and road communications, which would be necessary if these mineral fields are to be worked is under consideration.

252. Work on the Kiabakari goldfield in the Musoma District and the Murongo tin deposits in the Bukoba District is still in the preliminary stage and the investigations have not yet been carried far enough for any reports to be made. Poor results were obtained at the Kitario goldfield in the Musoma District and investigations there have been abandoned.

253. Further progress has been made in the development by the Colonial Development Corporation of the wattle scheme in the Njombe District. A total area of 13,000 acres has been cleared, of which 5,000 acres have been planted with satisfactory results. Seed has been issued to Africans and it is hoped that this will result in an appreciable augmentation of the acreage under wattle. When the scheme is in full production 3,000 acres will be cut annually, which is equivalent to 1½ million trees or 150,000 tons of timber. Investigations are now being undertaken with a view to finding a use for poles stripped of bark, possibly as pit props, as a by-product to the main purpose of producing wattle extract. Experiments are also being carried out to see whether pines can be planted with wattle to advantage, the idea being that if this proves a feasible proposition the pines could be pulped for paper manufacture. As indicated in last year's report the Njombe wattle scheme, which includes, besides housing accommodation, the building of hospital, workshops and some 900 miles of roads, offers considerable benefits to the people of this remote district. For those desiring paid employment it meets the long-felt want of a local demand for labour under good working conditions, while it also provides an opportunity for those with initiative to participate in the scheme by planting wattle on their own lands.

254. It became necessary in 1950 to review the future of the groundnut scheme operated by the Overseas Food Corporation and in 1951 a revised and modified programme was approved. The circumstances necessitating a drastic curtailment of the Corporation's activities were explained in last year's report. The revised programme, which covers a period of seven years, provides for operations on a much smaller scale than envisaged in the original scheme but maintains the same basic principles. The immediate objective is to establish, by sound agricultural practices and scientific experimentation, a pattern of agriculture which will point the way to future development and contribute towards the solution of the problem of bringing unoccupied and undeveloped areas into full production, especially of food supplies. The ultimate objective of integration of the developed areas in the territorial economy, with control finally passing into the hands of the people themselves, remains unchanged. During the year under review progress has been made under the revised programme, although difficulties have been experienced as the result of labour shortages. At Nachingwea in the Southern Province, where the main activities are now taking place, 60,000 acres were chain felled by April, 1951, ready for the subsequent clearing operations—stumping, piling and burning—mechanized root cutting and soil conservation. Approximately 8,000 acres were cropped in the 1950/51 season and 16,000 acres are being planted in the 1951/52 season. The target for this area is twenty farms, each approximately 3,000 acres in extent, with 2,400 acres under crops.

255. As stated in last year's report some of the benefits of the scheme are long-term but others are immediate. Although the original plan was found to be impossible of achievement and the scope of the operations has had to be greatly reduced, the immediate benefits of the scheme have been considerable. In the Southern Province, where the ancillary services to support the full farming effort are now almost complete, most important contributions to economic advancement

are the new port installations at Mtwara and the railway communications between the coast and the development area. In the several "groundnut areas" the ancillary services include aerodromes, roads, water-supplies, power stations, workshops, hospitals, schools and new townships. Increasing knowledge and experience is being gained from the scheme's practical approach to the problems of developing large areas of hitherto unproductive land, and from scientific studies of tropical agriculture, rotation of crops and soil conservation. The training of skilled workers has played and will continue to play an important part in the scheme. The drastic changes in the general plan and the curtailment of the scope of the scheme have unfortunately interfered with the programme in some of its welfare aspects, including the establishment of community life, but every effort will be made to push ahead with these developments.

256. **Geological Surveys.** Expansion within the Department of Geological Survey continued during the year, the professional staff being increased by one senior geologist, one geologist and one geo-chemist. A new office block, store and garage were completed and occupied by the administrative and geological sections, leaving the old building free for extension of the laboratories.

257. Good progress was made in the general geological survey of the territory and considerable areas were mapped in the administrative districts of Songea, Njombe, Mbeya, Rungwe, Mpwapwa, Nzega, Masai, Arusha and Moshi, as well as in the coastal region. Work has been mainly concentrated on the basement system and rocks of other primitive systems which appear to offer the best prospect for the discovery of mineral deposits.

258. With a view to stimulating production of gold, copper, lead, tin, mica, graphite, asbestos and other minerals, a considerable amount of work has been carried out in mining areas. In addition to routine mine surveys, various occurrences of possible economic importance have been examined and reported on, and a special study of the pegmatite deposits of the Territory is being made. In all this work a valuable part has been played by the two mining geologists of the Economic Co-operation Administration (E.C.A.) attached to the Survey.

259. Coalfield exploration was continued by departmental staff in co-operation with the Colonial Development Corporation in the Ketewaka and North Manda coalfields in southern Njombe District, and a detailed re-survey of the Galula coalfield, situated in Mbeya District near to the proposed route of the Northern Rhodesia-Tanganyika rail link-up, was completed.

260. The search for materials suitable for the manufacture of Portland cement has been intensified. Although two promising areas, Kidugallo in Morogoro District and Ngana in Rungwe District, have been proved unsuitable for any large-scale project, laboratory work on raw materials available at Tanga has shown that these could be utilised. A certain amount of diamond drilling is still required in the area.

261. The Department was called upon to advise on the geological aspects of a number of engineering schemes, mainly in connexion with hydro-electric and water supply projects, and on materials for road and railway construction.

262. The geophysical branch has been mainly engaged in the investigation of salt deposits at Ivuna, in Mbeya District, and Uvinza, in Kigoma District, in order to examine the nature and discover the origin of the underground brine found at these places. More recently, however, the salt occurrences in the Bahi depression of the Central Province have come in for consideration. On this project, the geophysical branch is working in conjunction with the salt chemist attached to the Department.

263. Fuels, cements and glass-sands were but a few of the various problems dealt with by the metallurgical and chemical staffs of the Department during the year. Perhaps the most important, however, is the work connected with the transfer of iron ore from Liganga in Njombe District. A 25-ton sample of this ore was subjected to a successful smelting test by the Krupp-Renn process at Smalands Taberg in Sweden. The test indicates that the process used was technically applicable to the Liganga ore.

264. Advanced petrographic study of material collected in 1950 by the Imperial College University Expedition showed that the charnokite rocks of Mgambo Kigoma District, contain an interesting suite of pyroxenes. The forthcoming publication of this work will be a valuable contribution to the geology of the territory in particular, and to science in general.

265. The Department sent three delegates to the East African Inter-Territorial Geological Conference held at Entebbe in May. The conference again proved beneficial, many problems common to the three Territories being discussed and much information of interest exchanged.

266. The following publications have appeared during 1951:

The Mpanda Mineral Field of Western Tanganyika.

Annual Report for 1949—Geological Division.

Department of Lands and Mines, Tanganyika.

The following mineral resources pamphlets have been compiled and are available to the public in typescript form:

No. 57: New occurrence of coal in the Rukwa Rift Valley 1951.

No. 58: Lake Natron.

No. 60: Songwe (Mbeya) Limestone Occurrences and Phosphate (Guano) Deposits.

No. 61: Lake Manyara 1948.

No. 62: Ngana Limestone, Rungwe District 1951.

No. 63: Amani Bauxite 1951.

No. 64: Rubeho Asbestos.

No. 65: Kilimanjaro Sulphur.

No. 66: Ilinga (Mvumi) Limestone.

Brick Buildings.

Sixty-one departmental reports dealing with subjects related to the geology and mineral resources of the Territory were submitted during the year.

Numerous bulletins and papers published in previous years are obtainable from the Government Printer, Dar es Salaam, and lists of these appear periodically in the official Gazette of the Territory.

267. **Conservation.** Activities directed towards the conservation of the Territory's natural resources form a major part of the work of the several departments directly concerned. Special measures to this end are included in the territorial development plan and reference to these—and also to land reclamation and rehabilitation schemes not covered by the development plan—will be found in the relevant sections of this report.

268. The Natural Resources Board, established under the provisions of the Natural Resources Ordinance, 1948, is responsible for stimulating, guiding and advising on projects connected with the conservation and improvement of natural resources. The Board held two meetings during 1951 at which the particular subjects dealt with included measures for the culling of cattle in specified overstocked areas and the setting up of a Conservation Council for the Ngare-Nairobi area of the Northern Province.

269. The establishment of the Soil Conservation Service was brought to full strength during 1951, permitting an expansion to the Southern Highlands Province. During the first ten months of the year some 46,000 acres of land in the Northern Province were surveyed for the planning of conservation measures and 3,000 acres were terraced. Besides the construction of diversion ditching, waterways and roads, thirteen "hafir" and farm dams were made. Twenty tractors owned by the Service, and their ancillary vehicles and equipment, have had a hard season's work.

Trials of known and locally-adapted conservation techniques were continued at the Northern Province centre, where courses for European and African members of the staff of the Department of Agriculture are held annually. Arrangements have been made for short courses on land usage and soil conservation for administrative officers and the first of these will open early in 1952. The public demand for the construction of soil conservation works has been most encouraging, and there has been increasing interest in those equally important aspects of soil conservation which do not involve mechanical earth-moving.

270. Apart from the field work of the Soil Conservation Service land-usage rules have been adopted by many native administrations throughout the Territory. Technical advice and guidance regarding the nature and implementation of such rules is provided by local staff of the Department of Agriculture, who consult the Soil Conservation Service as occasion requires. Parties of chiefs and others have visited demonstration areas of the Soil Conservation Service centre at Tengeru and have also inspected the progress of rehabilitation and conservation under rules made by the native administrations of other districts. Such visits are of considerable educational value and are actively encouraged.

271. During the year under review the Tsetse Survey and Reclamation Department has continued its programme of clearing to make new land available for settlement or stock grazing and also as barriers against the advance of the tsetse fly. Progress in this respect has been made in connexion with some of the rural development and rehabilitation schemes, largely by discriminative clearing. Reference has been made in an earlier paragraph to the clearing operations undertaken by the Overseas Food Corporation.

272. A development of interest in connexion with land reclamation has become noticeable during recent years. In the past peasants engaged in mixed farming have been unwilling to enter into tsetse-infested lands until the fly has been entirely eradicated and they could move in with their stock. This reluctance to pioneer has, during the last decade, been overcome to a considerable extent in Sukumaland where it is now not uncommon for young men to push ahead into fly bush and start cultivation. They have learnt by experience that provided a steady flow of immigrants continues the fly will disappear within three or four years from the appearance of the first few pioneers. After a year or two sheep and goats are introduced and if they remain healthy the remainder of the pioneers' families follow with their cattle and the new settlement becomes firmly established. It is hoped that the people in other areas where settlement is restricted by the presence of tsetse fly in the neighbouring or surrounding lands may be persuaded to adopt similar tactics but there is still a marked reluctance to engage in pioneering efforts of this nature in advance of organized land reclamation schemes.

(f) Agriculture; Animal Husbandry; Fisheries

273. **Departmental Organization.** The Department of Agriculture organizes public services in connexion with crop husbandry, soil conservation, inland and marine fisheries, and apiculture, and controls the training schools for African and Asian students of agriculture. The Director and a small headquarters staff are

stationed in Dar es Salaam, much responsibility being delegated to Regional Assistant Directors and Provincial Agricultural Officers. The main field staff includes Agricultural Officers, the majority of whom are graduates; Agricultural Assistants, including six Africans trained at Makerere College; and a large staff of African Agricultural Instructors, many of whom have received two years' training at the Department's school at Ukiriguru.

274. The Department's staff of research workers and specialists includes the head of the coffee research station at Lyamungu, the head of the sisal research station at Ngomeni, and the five scientific officers (seconded by the Empire Cotton Growing Corporation) who are engaged on cotton research at Ukiriguru and Ilonga. A plant physiologist is stationed at Ngomeni, an entomologist, plant pathologist and horticulturist at Lyamungu, a botanist at Ukiriguru, and an entomologist who has specialized in the problems of grain storage has his headquarters at Morogoro. Other specialist officers are the head of the Soil Conservation Service and two soil conservation officers, two tobacco specialists, two education officers, three fisheries officers, a beeswax officer, and a cotton-ginning specialist.

275. The Department of Veterinary Science and Animal Husbandry is responsible for the protection and development of the livestock resources of the territory, and its work includes disease control, research, education and extension services connected with all aspects of the livestock industry, as well as supervision of the preparation and marketing of livestock and livestock products and the inspection of meat supplies to townships. Briefly the work of the department falls into the following categories:

- (i) Control of animal diseases.
- (ii) Veterinary research and vaccine production.
- (iii) The breeding of improved livestock.
- (iv) The control and improvement of livestock marketing.
- (v) The improvement of the production and marketing of dairy products.
- (vi) The improvement and marketing of hides and skins.
- (vii) Pasture research.
- (viii) The establishment, in collaboration with the Water Development Department, of increased water supplies for livestock.
- (ix) Meat inspection and the control of abattoirs throughout the Territory.
- (x) The supervision of Government dairy farms for the supply of milk to the townships of Dar es Salaam, Tanga and Lindi.
- (xi) The training of African staff at the Mpwapwa veterinary school and in the field.

276. Pasture research and the improvement of stock routes are financed by grants from the Colonial Development and Welfare Fund and the following projects are included in the territorial development programme:

- (i) The central breeding station at Mpwapwa.
- (ii) The improvement of the ghee industry in the Lake Province.
- (iii) The Northern Province stock farm.
- (iv) The Malya stock farm in Sukumaland.
- (v) The pilot ranching scheme on the Mkata Plain.
- (vi) Veterinary centres.
- (vii) The African veterinary training centre at Mpwapwa.

277. The administrative headquarters and the research laboratories of the department are situated at Mpwapwa in the Central Province. Up to 1951 the field organization was based on a Provincial system under which all departmental officers were subordinated to Provincial Veterinary Officers at provincial headquarters. This year, with the object of further decentralization a start was made in grouping provinces into regions controlled by Assistant Directors. The Lake

and Western Provinces have been amalgamated into the Western Region, and the Northern and Tanga Provinces into the Northern Region. Co-operation with the administration and with other natural resources departments is achieved through natural resources committees and district teams.

278. African staff play an important part in the activities of the department, especially in regard to disease control, and the field of their endeavours is being extended with considerable success to animal husbandry, marketing, and to a lesser degree to research. In order to improve veterinary services, a policy of establishing veterinary centres staffed by Africans throughout the stock areas is being pursued.

279. **Land Distribution.** Under the provisions of the Land Ordinance, 1923, the whole of the lands of the Territory, whether occupied or unoccupied, were declared to be public lands, subject to a reservation safeguarding the validity of any titles to land lawfully acquired before the enactment of the Ordinance. All public lands and all rights over the same are under the control and subject to the disposition of the Governor, to be held and administered for the use and common benefit, direct or indirect, of the natives of the Territory. At the end of 1951 some 3,569 square miles—approximately 1 per cent. of the Territory's total land area of 342,706 square miles—were held by non-indigenous persons, including companies and the many missionary bodies working in the Territory. Of this alienated land, 1,486 square miles (950,947 acres) are freehold, and 2,083 square miles (1,333,487 acres) are held under Rights of Occupancy. In the circumstances existing at the present time—having regard to the vast size of the Territory, the scattered nature of its population in many areas, the extent to which shifting cultivation is still practised by the Africans, and the impracticability of a total survey—it is not possible to give an accurate estimate of the area of land under effective occupation at any given time by the indigenous inhabitants, either individually or collectively. Large areas are still unoccupied, and much land is awaiting the eradication of the tsetse fly or the improvement of water supplies before it can be put to productive use. It is estimated that the unalienated lands of the Territory, after making allowance for land which is, for one reason or another, unsuitable for settlement, would provide living space for the present indigenous population at an average density of not more than thirty-six to the square mile. Viewing the Territory as a whole, therefore, it will be apparent that over-population and land hunger do not present a problem. It will be observed, on a comparison of the figures given above with those contained in last year's report, that the area of land held under freehold title has decreased. The reduction is largely accounted for by the acquisition by Government of freehold land formerly belonging to enemy subjects. As a consequence all freehold rights to the land in question have been expunged. Some of it remains held under rights of occupancy while some of it has been made available for tribal occupation.

280. Since there are no records of the acreages of indigenous land holdings it is not possible to give accurate figures of the distribution of the land by categories, but the following is an approximate estimate of the position this year in square miles:

(a) Arable land under cultivation	9,800
(b) Forests, savanna scrub, mangroves, etc.	150,000
(c) Pastures (actual grazing areas)	67,000
(d) Mineral areas under development	3,276
(e) Other lands	112,630

Of these categories (d) is the only one in which it can be claimed that the figure is accurate. Areas in the savanna scrub included under (b) are constantly being cleared for agricultural purposes and on the other hand areas which have been cultivated may for one reason or another be left to revert to bush. Again, the

area of land used for pastoral purposes does not remain static. An area used as pasture one year may be cultivated another year and vice versa, and in fly-free areas cattle and small stock are grazed in savanna scrub lands. Category (e) includes urban areas, villages and isolated settlements or habitations, but much of it consists of land unoccupied because of tsetse fly or lack of water.

281. During the year under review there have been no significant changes in land distribution or in the acreages devoted to the principal agricultural products. It is estimated that some 90 per cent. of the area under cultivation in 1951 was devoted to the production of non-export crops for consumption within the Territory.

282. **Indigenous Land Tenure.** In dealing with this subject it is not possible to do more than repeat the information given in previous annual reports. The position in regard to indigenous systems of land tenure is clearly not one susceptible to sudden or radical changes but during recent years the traditional laws and customs governing the holding of land have become increasingly subject to modification to meet modern needs and changing ideas. Already in those areas where permanent crops have been established there has evolved an individualistic system of land tenure and in other areas there is evident the growth of a desire for a more individual title than is provided by traditional usage. With the spread of agricultural education and the increasing cultivation of cash crops many Africans are becoming more alive to the value of their land, and the more they can be persuaded to adopt better farming methods the greater will be their interest in the security of their tenure. In some areas the introduction of schemes for mechanical cultivation, a development not yet possible for more than a few individual African cultivators, has led to the growth of a kind of collective or co-operative farming. The present trend of development has emphasized the need for improvement in the matter of land usage and one of the terms of reference of the Land Utilization Board established in 1950 is to make recommendations on measures to be adopted to encourage and develop a suitable system of agricultural land tenure for Africans giving the stability and continuity required by modern conditions.

283. There is considerable variation in indigenous systems of land tenure in different parts of the Territory but the existing systems have all developed from the same fundamental principles and circumstances described in earlier annual reports. As explained, the over-riding consideration was that there was no shortage of land and so it could be abandoned when it began to show signs of falling productivity. It was the productive effort of the individual, his wives or his servants which gave value to the land. It was not regarded in the light of a personally negotiable instrument; it was occupied by and belonged to the clan or tribe of which the cultivator was a member. It was to his own advantage not to do anything to jeopardize social life or structure since, provided the solidarity of the clan or tribe was preserved so that it was able to defend itself and its lands, he enjoyed security of tenure as long as he behaved himself and kept his land under cultivation.

284. There were many customs governing the grant of cultivation and other rights over land but as these had not the force or stability of written law they were fairly easily susceptible to modification by the passage of time and the force of circumstances. From the days of the Arab incursions up to the present time alien forces have exerted and continue to exert their modifying influence on the attitude of the indigenous inhabitants to the question of land tenure. The Arab influence was most strongly exerted in the coastal areas where plantations were carved out of the tribal lands and cultivated by slave labour. This was the beginning of a process which, with the introduction of the Mohammedan religion and laws of inheritance and culminating in the German system of administration through alien *Akidas*, effectively broke up any form of tribal cohesion and supplanted

those indigenous authorities who would have been interested in retaining tribal laws and customs in relation to land tenure. The result is that in the coastal belt the general attitude in regard to land usage has become highly individualistic. The planting of trees, particularly coconut palms, had led to large numbers of claims to private ownership and land near the towns has often been leased or sold to non-indigenous persons. The Arabs married wives from the local tribes and their descendants inherited their lands. The abolition of slavery found many of these descendants, often indistinguishable in appearance from the local indigenous peoples, in possession of considerable areas of land which they could no longer cultivate and leasing and sub-leasing on various terms took place. The extent to which the idea of private ownership prevails is not uniform. It is strongest perhaps in the Tanga area, where it would be unusual to find a piece of cleared land without a claimant, but even in the coastal areas an element of communal control still exists which removes so-called "private ownership" from the category of "freehold," except where specific freehold titles have been granted. All uncleared land is recognized as public land.

285. In the rural areas outside the coastal belt the tribal laws and customs have remained more or less intact and the usufructuary occupational tenure, extending to inheritability in most cases, is generally acknowledged. It is not possible in this report to describe in detail all the variations in the land usage customs observed in the different tribes throughout the Territory, but in most areas the fundamental principle that the land belongs to the tribe is accepted and it is to the tribal authorities that the individual looks for its ultimate allocation. Generally some distinction is drawn between land on which habitations are built, land on which annual crops are grown, and grazing land. In the case of the homestead the occupier is regarded as having a more individual and permanent title. This is particularly so with such tribes as the Chagga and the Haya, whose distinctive systems of land tenure have been described at some length in previous annual reports. Among these people more than one system of land usage is observed. In the case of the homestead plot, on which permanent crops such as coffee and bananas are grown and cattle are stalled, the occupier's right and title are personal and within certain limits he may dispose of them as he pleases. Land on which annual crops are grown, on the other hand, is held on the usufructuary occupational system of tenure similar to that obtaining elsewhere in the Territory. As a normal rule security of tenure of arable land depends on effective occupation, either by the actual planting of crops or by fallowing for later cultivation. Grazing land is usually common land.

286. To some extent the traditional types of land tenure have impeded the adoption of improved methods of agriculture. The widely practised shifting system of cultivation had its origin in the plenitude of the area available and its generally rather low fertility. This system has not tended to engender any sense of responsibility towards the land. All the time the cultivator had only to make application to his Native Authority to receive new land he has been content to exploit it to the full and to take no steps to preserve its productivity. On the contrary, his indiscriminate cutting down of trees and burning of grass have accelerated erosion by wind and rain. It is only in comparatively recent years that increasing population has produced pressure on the land in certain areas, resulting in a degree of stabilization in cultivation.

287. The continuing practice of shifting cultivation in many areas makes the introduction of soil conservation measures a difficult task but at the same time the traditional system of land tenure has its points. The fact that security of tenure could be had only by effective occupation has prevented the growth of any system of absentee ownership of land. Recognition of the communal ownership of tribal land and of the responsibility of the community in regard to its disposition

has given the native authorities a greater interest in its conservation. Among the more enlightened of them there is a growing appreciation of the value of large-scale measures to deal with soil erosion and the conservation of water supplies and in this connexion rules and orders under the Native Authority Ordinance have been made in many areas.

288. Generally speaking the indigenous laws of inheritance have not had any adverse effect on agriculture. In a few of the closely populated areas they have resulted in a degree of fragmentation which has reduced some of the individual holdings to a sub-economic size.

289. **Non-Indigenous Land Tenure.** The Land (Law of Property and Conveyancing) Ordinance (Chapter 114 of the Revised Laws of the Territory) enacted that, subject to certain exceptions and limitations, the laws of real and personal property in force in England on the 1st January, 1922, should apply in like manner to real and personal estate in the Territory; and that the English law and practice of conveyancing in force in England on that date should be in force in the Territory. Where, however, the English law or practice is inconsistent with any provision contained in any Ordinance or other legislative act for the time being in force in the Territory such last mentioned provision shall prevail.

290. The conditions of land tenure as they affect any person holding the land otherwise than in accordance with tribal law and custom, whether he be an indigenous inhabitant of the Territory or not, are governed by the provisions of the Land Ordinance (Chapter 113 of the Revised Laws of the Territory). The preamble of this Ordinance begins with a declaration that the existing customary rights of the indigenous peoples to use and enjoy the land and the natural fruits thereof in sufficient quantity to enable them to provide for the sustenance of themselves, their families and their posterity should be assured, protected and preserved. The whole of the lands of the Territory, whether occupied or unoccupied, are then declared to be public lands, but with the proviso that nothing in the Ordinance shall affect the validity of any title to land or any interest therein lawfully acquired before the date of commencement of the Ordinance. Subject to this proviso, all public lands and all rights over them are declared to be under the control and subject to the disposition of the Governor, to be held and administered for the use and common benefit, direct or indirect, of the natives of the Territory, and no title to the occupation and use of any such lands is valid without the consent of the Governor. In the exercise of his powers the Governor is obliged to regard the customary laws and customs of the indigenous inhabitants existing in the district in which the land is situated.

291. No freehold title over public lands may be created or granted under the Land Ordinance and the occupation and use of such lands are governed by the conditions of rights of occupancy—a form of lease. The Ordinance authorizes the Governor to grant rights of occupancy to both native and non-native persons for terms not exceeding ninety-nine years, to demand a rental, and to revise the rental at intervals of not more than thirty-three years; provided that before any public land in an area over which a native authority has been established is so disposed of, such native authority shall be consulted. Rights of occupancy may be revoked only for "good cause," which term includes, *inter alia*, the abandonment or non-use of the land, or in the case of a native an attempted alienation in favour of a non-native. Land held by natives in fee simple (as freehold) and rights of occupancy granted to them under the provisions of the Land Ordinance may be sold or assigned, as the case may be, to non-natives, subject to the prior approval of the Governor.

292. Other important provisions of the Land Ordinance include an implied condition in every certificate granted to the holder of a right of occupancy that the

occupier binds himself to pay to the Governor on behalf of the previous occupier, if any, the amount found to be payable in respect of any unexhausted improvements existing on the land at the date of his entering into occupation. It is also laid down that except with the approval of the Secretary of State no single right of occupancy shall be granted to a non-native in respect of an area exceeding 5,000 acres. By a provision of the Land Regulations made under the Ordinance it is unlawful, except in the case of transfers between natives, for any occupier to alienate his right of occupancy, by sale, mortgage, charge, transfer, sub-lease, bequest or otherwise, without the consent of the Governor. All rights of occupancy are subject to conditions requiring development by the erection of buildings, or by agricultural, pastoral, mining or other industrial activities.

293. In pursuance of the policy of protecting the interests of the indigenous inhabitants, a detailed procedure has been laid down for the consideration of applications for rights of occupancy over public land outside townships, minor settlements or trading centres. If on the advice tendered to him by the responsible administrative officers, the Governor decides that consideration can be given to the grant of a right of occupancy over the land in question, an administrative officer visits the land and discusses the application with the local native authorities and the individual natives in occupation of the land. If there is no opposition to the application, he prepares an inspection report in which are included particulars of the indigenous inhabitants, if any, living, cultivating or grazing stock on the land; the tribal claim to the land; the nature of the crops, water supplies and timber, if any, on the land; its distance from rail and motor road communications, and whether or not the native authority agrees to the alienation. In preparing his report the administrative officer must bear in mind that although the land may not be immediately required for the actual needs of the tribe, it may be required in the future. If satisfied on this point he must include with his report a certificate to the effect that the land is not now required and, as far as can be foreseen, will not be required for the future needs of the tribe.

294. If the application for alienation is favourably considered any persons residing on any part of the land applied for are given the option of remaining there or of moving to another area. If they elect to remain they must be allowed a generous area of land not only for their immediate requirements but also for their reasonable expansion in the future, rent free, and without being required to obtain any documentary title to the land. If they elect to move to another area they must be paid compensation for the surrender of their rights—house, cultivated land and grazing rights—on an approved scale, with the addition of fifty per cent. for the general inconvenience of removal. No pressure is placed upon the indigenous occupiers to move themselves from land for which an application for a right of occupancy is made, and they are left to make a free choice when the position, including the amount of compensation payable, has been explained to them. All compensation assessments and agreements must be approved as being fair and reasonable, and the compensation must be paid to the persons concerned before the applicant for the right of occupancy may enter into occupation of the land.

295. Land registration is governed by the provisions of the Registration of Documents Ordinance (Chapter 117 of the Revised Laws of the Territory), and by the Land Registry Ordinance (Chapter 116). The former provides for the compulsory registration of all dispositions of land held under a title claimed as freehold, but which has not been proved as such under the provisions in that behalf contained in the Land Registry Ordinance. Dispositions of rights of occupancy for which no certificate of occupancy has yet been issued are also registrable under the Registration of Documents Ordinance. The Land Registry Ordinance provides for the compulsory registration of all dealings with land, the title to which

has been proved to the satisfaction of the Registrar of Titles in the manner provided for in that Ordinance, and for the registration of certificates of occupancy—i.e., a right of occupancy to which a title has been granted after survey of the land to which it relates. It will be seen that dealings with titles covered by the proviso to the declaration referred to in paragraph 290 above are registrable under the Registration of Documents Ordinance—where registration implies no admission or guarantee of title by the Government (section 23)—until such time as a successful application for first registration of such title has been made under and in terms of the Land Registry Ordinance. Since the enactment of the Land Registry (Amendment) Ordinance in March, 1949, the Governor has power to require all claimants to the freehold of land within such area as he may prescribe, and who have not yet obtained a title under the provisions of the Land Registry Ordinance, to make application for such a title within such period as he may specify. Failure so to apply involves the forfeiture of all rights in and to the land.

296. The estate of a registered owner is not indefeasible, but any person who suffers loss by reason of any rectification of the register (other than loss to which he has contributed by his own act or default) has the right to be indemnified by the Government. No claim has yet been received.

297. **Population Pressure.** As has frequently been pointed out there is no general problem of over-population in Tanganyika and in this connexion the following figures, based on the results of the 1948 census, are of interest. The average density of the African population throughout the Territory is 22 persons to the square mile. Densities vary considerably in the different parts of the Territory. The most densely populated district is Moshi, with 136 persons to the square mile, followed by Kwimba (128), Rungwe (126), Arusha (109) and Ngara (100). The most sparsely populated are the Masai District with less than three persons to the square mile, Mpanda with three, Chunya with four and Kilwa and Tabora each with six. On a provincial basis the Lake Province heads the list with an average density of 47 to the square mile, the Tanga Province being second with a figure of 40. At the other end are the Western Province (12), the Southern Province (17) and the Northern Province (18). Interesting points to note are that in the Lake Province only two districts (Biharamulo and Musoma) have a density less than the territorial average, while the Northern Province includes the districts with the lowest and the highest densities in the Territory, the adjoining districts of Masai and Moshi.

298. Although, as the foregoing figures indicate, the average density of population is very low, there are a few areas where pressure on the land exists. The various contributory causes include encroachment by the tsetse fly, rapid increase in population, both human and stock, and primitive systems of land usage resulting in soil exhaustion and erosion. In one or two cases the position has been aggravated by the extent of land alienation during the period of the former German administration. In most cases where population pressure is apparent the problem is being dealt with by rehabilitation schemes under the territorial development plan and reference to the progress made has in previous years been included in this section of the report. In this year's report, however, Appendix VIII gives a summarized account of progress made under the development plan and reference to the various rural rehabilitation schemes will be found there. In some of these very satisfactory progress can be recorded and gratifying success has attended the efforts made to secure the active co-operation of the native authorities and people.

299. A special case not covered by the Territorial development plan is that of the Arusha and Moshi Districts, where the position is complicated by extensive land alienation. In previous annual reports reference has been made to the appointment of a special Commission to consider the whole problem and in last year's

report mention was made of the appointment of a settlement team to carry out the preliminary work necessary to implement the recommendations of the Commission in regard to the redistribution of lands on and around the Kilimanjaro and Meru mountains. Early in 1951 it was found possible to merge this organization with the provincial administration of the two districts and work has continued on this basis with the assistance of departmental technical staff.

300. The recommendations of the special Commission covered both immediate and long-term policy. As a means of affording some immediate relief for the congested areas it was recommended that certain alienated lands, including enemy and other properties and some of the surplus land held by missions, should be acquired and made available for tribal occupation. It was fully recognized, however, that the reversion of all the alienated lands, even if that were practicable, would not solve the problem and the Commission therefore recommended the opening up of new lands to provide room for expansion. The Commission did not consider any wholesale or fundamental redistribution of tribal and alienated lands to be practicable but in the case of the Arusha District recommended certain minor adjustments with a view to improving the position as regards homogeneity of settlement.

301. In the Arusha District implementation of the Commission's recommendations was almost completed by the end of 1951. A total area of 11,190 acres of formerly alienated land—3,945 acres of former German estates, 7,145 acres of other alienated land and some 100 acres of mission-owned land—has been acquired for tribal occupation, and an area of some 159,000 acres adjoining the Meru tribal lands on the lower slopes of the mountain has been made available for new settlement. This land is of good quality and of considerably better agricultural value than some of the land at present occupied. Part of the new land has already been opened up, with ample water supplies and other amenities. The minor adjustments in land distribution mentioned in the preceding paragraph involved the movement of some 350 families from land in the Ngare-Nanyuki area on which they had settled within recent years and it was hoped that they would all move into the new lands. So far, however, only a minority of them have done so. The others have preferred to return to the adjacent tribal lands from which they had moved into Ngare-Nanyuki. The reluctance of conservative people such as the Meru to settle on hitherto unoccupied land is appreciated but it is hoped that this reluctance will be overcome and that an increasing number will be attracted to the new settlement areas and take advantage of the favourable conditions there.

302. In the Moshi District the work of settling people on the acquired farm lands has continued, the task of allocating land on the "kihamba" system of tenure being undertaken by the land boards, consisting entirely of African members, of which mention was made in last year's report. The work of these boards has proceeded steadily during the year and some 4,500 acres of "kihamba" land have been allocated. Unfortunately the Chagga people generally have maintained their opposition to any system of land registration but records of new allocations have continued to be kept.

303. As has frequently been stated, a more equitable distribution of the occupied tribal land and improved and more intensive methods of agriculture can contribute to amelioration of the land problem in such areas, but the real solution lies in making new lands available for occupation, and in this the provision of adequate water supplies is the major requirement. As stated in last year's report, it has been estimated that on Kilimanjaro there are some 400 furrows and that twenty per cent. of the water passing through them is wasted. To conserve the supply and to make water available in the lower-lying lands the settlement team had under

consideration a scheme for the construction of eleven dams on the upper reaches of the Sholo and Uchira rivers. Unfortunately it has not been found possible to proceed with this scheme as rapidly as was hoped. Difficulties have arisen and it has been considered prudent to start with a pilot scheme of one dam only as an experiment.

304. A closer investigation and survey of the irrigation scheme for the plains, fed with water from the Rau river, has revealed that before further progress can be made considerable conservation measures must be undertaken on the hill slopes to prevent serious soil wash. This work is being carried out by the Soil Conservation Service.

305. Although these schemes have not made the progress originally hoped for, the development of water supplies in the area continues. The most notable additions during the year were the completion of a 47 million gallon dam at Muriatata and a pipe-line supply at Kitumbaini where a redistribution of land and population is taking place.

306. Another scheme not included in the territorial development plan is that now known as the Usambara Scheme. This is the natural successor of the Mlalo Basin Rehabilitation Scheme which, after three years of investigation and experimentation on the problems of soil erosion in the Usambara Mountains, presented its final report in October, 1949. The Mlalo report, based on work by the Agricultural Department in a square mile typical of the whole, provided the agronomic data necessary for the attack on diminishing soil-fertility and over-population in the whole mountain area. The principles thus established by the pilot scheme are now being gradually applied throughout the Western Usambaras, with the native authority as chief executive authority under the direction of the Administration and with the technical advice of the Agricultural Department.

307. The measures of soil conservation and rehabilitation shown to be necessary by the Mlalo report include ridging, the removal of steep slopes from cultivation, the control of grazing, afforestation and the protection of water-courses. A working-plan was drawn up early in 1950, and the Usambara Scheme now proceeds, with the object of an equal and gradual pressure in all the hill sub-chiefdoms, to enforce the observance of these principles. In each of the fifteen sub-chiefdoms a single jumbeate (the area of jurisdiction of a minor headman) has been selected in which during 1951 every taxpayer was required to put in at least half an acre of Hehe tied ridges. Simultaneously oversteep land threatening the ridged area has been closed to cultivation. In each subsequent year a further half acre of ridging is to be completed, and new jumbeates will be selected to start on their first half acres. Meantime throughout the hills the burning or grazing of crop-residues has been forbidden and elephant-grass is being planted to protect the banks of streams and, eventually, to provide fodder for stall-fed cattle. Implementation of these measures is in the hands of the chiefs and sub-chiefs with a staff of African agricultural inspectors paid by the native administration. Work on the ground did not start until late in 1950, as a preliminary period for intensive propaganda in favour of the objects of the scheme was allowed. Slow but sure progress is now apparent.

308. Since over-population is one aspect of the problem of the Usambaras, and anti-erosion measures by throwing land out of cultivation will in the first instance tend to decrease food crops, areas of known productivity in the plains are to be more fully exploited as a source of supply by the aid of mechanical cultivation and increased irrigation. Bush clearing on marginal plain-land continues. This began in 1950 with a view to experimentation and the eventual provision of expansion areas for the over-crowded hills. In this aspect the Usambara Scheme must be regarded as still in the exploratory stage.

309. Land Acquisition. The authority and general conditions governing the compulsory acquisition by the Governor of privately owned land for public purposes are contained in section 3 of the Land Acquisition Ordinance (Chapter 118 of the Revised Laws of the Territory), which reads as follows :

"3(1). The Governor may acquire any land required by the Government for any public purpose for an estate in fee simple or for a term of years as he may think proper, paying such consideration or compensation as may be agreed upon or determined under the provisions of this Ordinance, and, notwithstanding anything contained in the Land Ordinance, such compensation may, when a valid written title to the land required is delivered, and if the person or persons entitled to sell or convey such land so agree, be made by the grant of public land, not exceeding in value the value of the land required, for an estate not exceeding the estate required and upon the same terms and conditions as the land required was held, so far as the same may be applicable.

"3(2). Nothing in this Ordinance shall be deemed to prejudice or abridge the right of the Governor to acquire lands for public purposes under any terms or conditions contained or implied in the titles under which such lands are held."

310. "Public purposes" are defined in section 2 of the said Ordinance as including:

- (a) for exclusive Government use, for the use of the native inhabitants of the Territory, or for general public use;
- (b) for or in connexion with sanitary improvements of any kind, including reclamations;
- (c) for or in connexion with the laying out of any new township, minor settlement or Government station or the extension or improvement of any existing township, minor settlement or Government station;
- (d) for obtaining control over land contiguous to any port;
- (e) for obtaining control over land required for or in connexion with mining or oil mining purposes;
- (f) for obtaining control over land required for or in connexion with the construction of any work to be carried out by a company and declared by the Governor with the consent of the Legislative Council to be a public purpose within the meaning of this Ordinance;
- (g) for obtaining control over land declared to be a reserved area under the provisions of section 5 of the Monuments Preservation Ordinance;
- (h) for obtaining control over the site of any monument or group of monuments declared to be a protected monument under the provisions of section 5 of the Monuments Preservation Ordinance;
- (i) for obtaining control over land required for or in connexion with such of the Scheduled Services of the East Africa High Commission as are administered for the time being by the said Commission.

311. Sub-section (2) of section 3 of the Ordinance quoted above has particular reference to many of the titles to freehold land granted by the former German administration, wherein there was reserved to the Government a right, upon payment of a proportionate part of the original purchase price, to resume possession of any part of the land granted, for certain specified purposes. The usual purposes so included covered land which may be required for the construction of railways, roads, canals, telegraphs and kindred public services.

312. The purposes for which land has been acquired during the year under review or is to be acquired are as follows:

<i>District</i>	<i>Area</i>	<i>Purpose</i>
Dar es Salaam	4,667 square feet	Road improvement at Dar es Salaam.
Kisarawe	Not yet determined	For the proposed new Dar es Salaam/Morogoro road.
Dar es Salaam	Not yet determined	Adjustment of boundaries of government press site.
Arusha	54,593 square feet	Extension of grounds of government school, Arusha.
Dar es Salaam	Not yet determined	For the proposed new Dar es Salaam/Morogoro road.
Kisarawe	740 acres	African housing at Dar es Salaam.
Lindi	(1) 13 acres	Sites for service industries.
	(2) 3,045 square feet	

313. **Cultivation Methods.** Primitive methods of agriculture are still practised by the great mass of the indigenous people but efforts to secure the introduction of improved farming techniques continue. Administrative and agricultural staff are engaged in constant propaganda and practical demonstrations are given at experimental farms and other centres. Mention has already been made of the development and rehabilitation schemes in progress in different parts of the Territory and an important feature of these is a general improvement in land usage and cultivation methods. The primary need is to secure increased production without increasing the area under cultivation, while at the same time ensuring the maintenance of fertility. The encouragement of ox-ploughing, the use of manure, including its transport by ox cart, and the adoption of such measures as contour banking, tie-ridging, early planting and early weeding, and rotational cropping all feature in a general programme of improvements, in every case the particular measures advocated being the result of a study of those best suited to local conditions.

314. The success of the Rufiji tractor-ploughing service and experiences elsewhere in the Territory indicate that the economic ploughing of native holdings is often better undertaken by a well organized team of tractors than by isolated machines owned privately or by native authorities and four such teams, of two or more tractors each, were in operation during 1951, with at least two more due to start work in 1952. There are certain areas where single tractors, owned by individual Africans or others, can be operated economically, and their use in such areas is encouraged. The mechanized farming operations of the Department of Agriculture are providing invaluable experience in the tractor cultivation of rice-lands, much of which will be applicable to operations by the tractor-teams to which reference has been made. The use of tractors for hauling manure to cultivators' fields is an aspect of mechanization being explored in the Lake Province, where the success of one scheme of this nature has led to the ordering of six more tractors for this and related purposes.

315. Throughout the Territory local officers of the Department of Agriculture are able to assist cultivators by making available to them planting material of strains and varieties of food and cash crops which the individual would find difficulty in obtaining, such as high-yielding strains of coffee and tobacco, quick-maturing maize and sorghums, paddy varieties for unusual conditions, onion and vegetable seeds, supplies of groundnut seed, fruit-trees, cassava and sweet potato cuttings. In addition there has been a complete change-over in the Lake Province to the improved strain of cotton known as "U.K.46", and a similar change-over to an improved strain in the minor producing areas of the Northern Province and the Lushoto District of the Tanga Province. Plans are now being formulated for the very latest proved strain "U.K.48" in its turn to replace "U.K.46". Mosaic-resistant cassava varieties are undergoing trials in various districts.

316. During 1951 loans ranging from £15 to £500 were made to indigenous cultivators to enable them to increase their agricultural productivity—the money being used mainly to purchase oxen for ploughing, ploughs and improved seed; to construct dams for irrigation and other purposes; and to pay labour employed on extending the area under cultivation. The loans carry a low rate of interest (normally 2½ per cent.) and are for periods averaging two to three years. Some larger projects are now under consideration and applications may also be approved for funds to hire mechanical ploughing equipment. Loans can be made either to individuals, or to Native Treasuries in cases involving co-operative effort. The work undertaken has been based on the advice given by the Agricultural Department, but the cultivator himself provides the original initiative and enthusiasm, to encourage which is one of the main purposes of these loans. The Provincial Administration and the Agricultural Department also watch progress made and give advice when needed. The consistent payment of interest and repayment of capital indicate that the great majority of these loans are put to good purpose.

317. **Food Supplies.** Reference has frequently been made to the high priority given to the attainment of self-sufficiency in primary foodstuffs and the year under review has seen further progress towards the achievement of this goal. Climatic conditions were generally favourable for all crops, with the localized exceptions inevitable in a territory of this size. The result has been that for the second year in succession the grain harvests have on the whole been good and there has been an overall surplus. Grain storage stocks in the middle of the year, standing at 23,400 tons of grain, 2,600 tons of beans and 4,700 tons of rice, were more than double those held in 1950. It was found possible to release for export a small quantity of grain and some 9,000 tons of dried cassava root, a product which it is scarcely practicable to store in quantity from one year to the next. The sale of cassava has enabled cultivators to replant this invaluable stand-by crop and have their own reserves in case of need.

318. Agricultural policy continues to be largely concerned with increased food production and reference has already been made to the various schemes directed to this end. One problem to be faced is the natural attraction for the cultivator of the high-priced cash crops, which has an undoubted influence on his planting programme. Indeed during 1951 it required a constant review of the price structure to ensure that a sufficient quantity of basic food crops would be grown to meet the Territory's needs. There has been an expansion of rice cultivation which though shown in market returns as amounting to a production increase of 1,000 tons was undoubtedly larger by a very considerable tonnage. The unmarketed difference has been consumed by the cultivator and his friends and neighbours, very largely in the form of home-hulled unpolished rice—a healthful item of diet which is gaining in popularity.

319. Mechanized grain cultivation, which has been practised by non-African farmers for some years past, is receiving very close attention in its application to rice and sorghum growing by indigenous cultivators. The problems to be overcome are considerable but the work of the Government grain farms is as much directed towards solving these problems as to the actual output of grain. The Territory's botanist is at work on sorghum varieties which may prove suitable for combine harvesting and is in touch with workers in this field throughout the world. Contact is maintained with the scientific workers of the Overseas Food Corporation and full advantage is taken of their varied experience.

320. The non-African farmers of the Northern Province make a very substantial contribution to the Territory's food supplies. During 1951 over 10,000 tons of maize and over 4,000 tons of wheat were added to the Territory's pool

of food-grains by these farmers, whose adoption of soil conservation measures has been a notable feature of the year. Many sisal estates have made themselves independent of purchased foodstuffs and some have marketed a surplus. Farmers in the Southern Highlands Province and elsewhere have also made substantial contributions to the Territory's food supplies, and the output of the Overseas Food Corporation is by no means confined to crops for export.

321. By far the largest contributor to his own food supplies, and those of estate workers and town dwellers, is still the African peasant cultivator. He is hampered by the limitations of hand cultivation, by the absence of a tradition of mixed farming in most areas, by lack of transport on his holding, and by a characteristic inclination to amass wealth in the form of cattle. After two good crop seasons, as in 1950 and 1951, the indigenous cultivator tends, very understandably, to postpone further labours in his fields and enjoy the fruits of his successful harvests. This presents a serious problem to those whose responsibility it is to guard against the effects of the ever-threatening year of drought. It is possible to influence the cultivator's outlook by providing a ready and remunerative outlet for all that he produces, and it is a very important aspect of the work of native authorities throughout the Territory to provide well organized markets for both food and other crops. The stock markets and other facilities for the sale of cattle under the guidance of the Veterinary Department are an undoubted help to food production in that they enable the cultivator to change from the traditional system of keeping all his wealth on the hoof to one more in keeping with balanced farming, soil conservation and higher output.

322. Owing to the Territory's uncertain rainfall, increased acreages and improved agricultural methods cannot of themselves provide a complete insurance against periodic shortages due to crop failures. The policy of achieving self-sufficiency in essential food supplies therefore includes the building up of reserve stocks, available for distribution whenever and wherever required. The Department of Grain Storage which, as was mentioned in last year's report, has an overall responsibility for the marketing, storage and distribution of essential African staple foodstuffs, has now been operating for two years and during 1951 has considerably extended its activities. Twelve godowns, with a storage capacity of 40,350 tons, have been completed and are in use. Others now in course of construction will provide space for a further 5,700 tons. To these figures must be added storage for 14,300 tons provided by the appointed agents at certain centres where the Department has not yet built its own godowns, bringing the total up to 60,350 tons located at central points throughout the Territory. Three conditioning plants are in use at key points in the main producing areas.

323. The aim is not only to ensure the provision of adequate supplies of food from season to season but also to create famine reserves. To this end three experimental concrete underground pits, each with a capacity of about 120 tons, have been filled with maize and sealed over in order to test the possibility of preserving the grain in this manner for some years. If the experiments are successful the cost of creating famine reserves on a large scale may be considerably reduced, for underground pit storage compares very favourably with silo and shed storage in the matter of capital costs.

324. Particular attention is being paid to the prevention and control of pest infestation. New methods and experiments are constantly being tried out and importance is attached to the training of staff. All officers in the Department proceeding on leave to the United Kingdom are required to undergo a special course in scientific pest control methods, arranged by the Colonial Office and the Ministry of Agriculture and Fisheries. The Department now has a number of well-qualified and experienced officers at all levels and arrangements have been

made for special courses to train Africans as assistant storage officers, grain graders and labour supervisors. Shortage of European staff has prevented the earlier introduction of this training scheme but it is planned to start the first course early in 1952.

325. Compulsory Cultivation. In normal circumstances the question of the compulsion of the indigenous people to plant crops for their own benefit does not arise but powers are provided by the Native Authority Ordinance for the making of orders requiring any native to cultivate land to such extent and with such crops as will secure an adequate supply of food for the support of himself and those dependent upon him. Only when exhortation and propaganda have failed is recourse had to these powers, but it has been necessary to make use of them on a number of occasions. These have been during periods of shortage, and particularly in areas liable to recurrent shortages, and have usually required the planting of drought-resistant anti-famine crops such as cassava. Every encouragement is given to the people, by demonstration and propaganda and by the introduction of new or improved types of produce, to grow cash crops to assist in raising their standard of nutrition and increasing their cash incomes. Compulsion to plant cash crops would be permitted only in very special circumstances, when, for example, because of plant pest or other cause the cultivation of additional food crops would be unlikely to meet local needs but the money received from the sale of cash crops would enable the people to purchase their food requirements.

326. Rural Indebtedness. Rural indebtedness does not constitute a serious problem in Tanganyika. The interests of the indigenous inhabitants are protected by the provisions of the law restricting and controlling the giving to them of credit by non-indigenous persons.

327. Plant and Animal Diseases. Provision for the control of plant pests and diseases is contained in the Plant Protection Ordinance, under which rules may be and have from time to time been made for the prevention of the spread of pests and diseases by disinfection, treatment or destruction of unhealthy plants; by prohibition, restriction and regulation of their movement and transport; by the control and destruction of any plant declared to be a pest; or by the prohibition, restriction or regulation of the cultivation and harvesting, either in the whole Territory or in any specified area, of any plant where any pest or disease cannot otherwise be readily or adequately controlled or eradicated. Provision is also made for the control of nurseries, the disinfection, fumigation and treatment of buildings, vehicles or containers likely to be infected and for the quarantining of infected areas. Powers are provided to control the importation into or exportation from the Territory of plants, soil packing, etc., likely to spread pests and diseases.

328. The Territory's entomologists and mycologist continued their work of identifying plant pests and diseases, and advising on methods of control. The problems of pest control in stored crops received considerable attention. The Moshi Native Coffee Board and the Department of Agriculture engaged in an intensive campaign against the coffee-borer pest, with very satisfactory results. It is estimated that over 20,000 infested coffee trees and 77,000 alternative host-trees were uprooted and burnt, while 46,000 adult borers were collected and destroyed. The occurrence of a wilt of bananas in the Moshi District (identified as "Panama Disease", caused by the pathogen *Fusarium oxysporum* var. *cubense*) resulted in immediate action to limit the spread of the disease and a search for resistant varieties of banana. Twelve outbreaks had occurred by the end of the year, but none outside the Moshi District. The disease, hitherto unknown in East Africa, constitutes a grave threat to one of the staple food crops of the people. Neighbouring countries have assisted by providing bananas which might prove resistant, and the search for such varieties continues. A modern technique for

the destruction of infected plants by the injection of plant-growth-substances into the pseudostem has been employed with success. A seed-borne bacterial disease of peas, hitherto unrecorded in the Territory, occurred in the Northern Province, and was later found to have spread to the adjoining Tanga Province. Every effort is being made to prevent its spread to the Southern Highlands Province, where peas are a staple food of the indigenous people.

329. The Animal Diseases Ordinance and the Regulations made thereunder provide legal authority for the control of animal diseases, and in collaboration with neighbouring territories measures are taken to prevent the introduction of disease into the Territory.

330. Rinderpest, contagious bovine pleuro-pneumonia, trypanosomiasis, and tick-borne diseases, including East Coast fever, piroplasmosis and anaplasmosis, are the principal animal diseases in the Territory, though many other scourges, such as anthrax, blackquarter, rabies, foot and mouth disease, tuberculosis and helminth infestation are also present. Appropriate control measures are directed against each as they occur, including immunization, quarantine and the destruction of carriers.

331. The importance of rinderpest control in Tanganyika lies not only in the necessity of protecting local livestock but of preventing spread to the susceptible and valuable livestock populations of territories to the south. The former policy of mass inoculation has been modified by the annual inoculation of all susceptibles in each area in which there is considerable contact between cattle and game, with a view to keeping herd immunity as high as possible in these areas and so preventing recrudescences of the disease due to the spread of infection from game to cattle. At the beginning of the year no rinderpest was seen, though the disease was believed to be smouldering in game in the Rift Valley section of the Masai District of the Northern Province, and in March an outbreak occurred in susceptible calves in that area. Rinderpest was observed in eland and bush pig in the Masai District in May and in June another outbreak in calves in that area was dealt with. In August the disease appeared in calves in the Shinyanga area of the Lake Province and another mild outbreak occurred in Masailand in October. Throughout the year the disease was confined to the northern section of the Territory, and the annual inoculation campaign of susceptibles in the main cattle and game contact areas was successfully carried out.

332. Contagious bovine pleuro-pneumonia occurred sporadically in the Northern Province and was controlled by quarantines and by an immunization campaign involving the triple vaccination of some 100,000 cattle. The Lake and Tanga Provinces continued to be free from the disease.

333. Tick borne disease, especially East Coast fever, continues to take a heavy toll, although dipping and spraying mitigate the losses where these measures are possible. Facilities for the spraying of trade stock along trade routes were made available to minimize mortality and reduce the chances of carrying infection. Twenty-nine cattle dipping tanks have been installed and sixteen others are being installed in the Iringa District of the Southern Highlands Province and the voluntary dipping of cattle is being carried out as a measure for the control of East Coast fever and other tick-borne diseases. At a later stage the compulsorily dipping of all cattle in the area will be enforced. A similar project is under way in the Arusha District of the Northern Province. Fifteen cattle dipping tanks have been installed and a further seventeen are in process of installation.

334. The tuberculosis survey conducted by the East African Veterinary Research Organization in the Southern Highlands Province was continued and its final report is awaited.

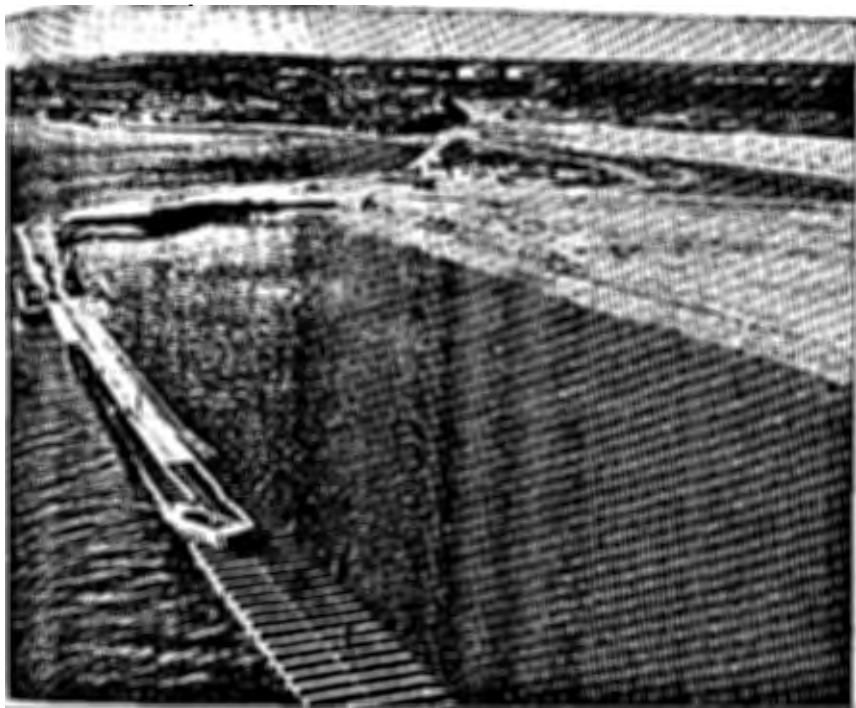
335. Types of Animals Raised. The indigenous cattle of the Territory, some six million in number, may be divided into two distinct types, the short-horned and humped Zebu, which predominates, and the Sanga or Ankole, with its long horns and comparative absence of hump, which is to be found mainly in the north-western areas. On the Government stock farm Shorthorns, Ayrshires, Holsteins, Jerseys, Indian Zebus and Boran Zebus are kept mainly for milk production. The attitude of the average African stock-owner to his cattle is not simply one of economics, although he is at last beginning to look on his herd as his bank balance to be drawn on in times of drought and crop failure. Custom and religion play a part in his outlook as does the fact that numbers mean prestige. Quantity rather than quality is the measure, especially among conservative pastoralists like the Masai and the Wataturu.

336. The native sheep, approximately $2\frac{1}{2}$ million, and goats, over three million, are almost certainly of Asiatic origin. In areas of light tsetse-fly infestation, where cattle cannot survive, sheep and goats are of value as a source of animal proteins. Sheep are farmed, though never on a large scale, by a few non-indigenous inhabitants, who have introduced black-headed Persian, and in a very few cases other breeds such as the Karakul and Romney Marsh. Crosses between these and the local types are raised. Pig husbandry in the main is carried out by the non-indigenous inhabitants, though many tribes keep a few when feeding stuffs are available and a market for the produce exists. The Wambulu carry on a small trade, using a cross-bred Wessex type. The large white is favoured by Europeans and Asians. Barnyard poultry are kept by European farmers, but few are attempting to rear poultry scientifically and on a large scale. However, the influence of European introductions, mainly Rhode Island Reds and Leghorns, are already having a noticeable effect on the African-owned poultry, which is increasing in size and productivity.

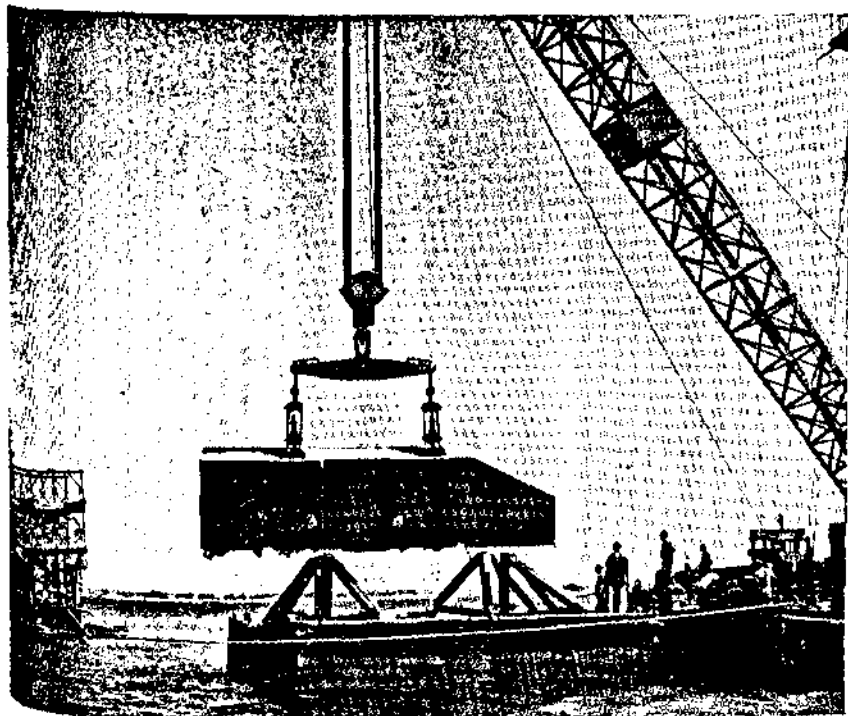
337. There are very few horses and mules in the Territory. Donkeys are abundant in many areas and with the exception of a few Muscats or Muscat crosses, are of the common hardy grey type. The extent to which use is made of donkeys varies from areas where they are bred solely for sale to areas like Masailand where they are used extensively as beasts of burden. Donkeys are never used to supply motive power for drawing water, thrashing grain, or hauling simple carts, as they are in many North African countries.

338. The greatest single factor governing the distribution of livestock in Tanganyika is the existence of tsetse-fly and trypanosomiasis. The coastal belt for a depth of some 150 miles is almost entirely fly infested, and in the west of the Territory lies the extensive woodland belt infested by fly and extending to a depth of 300 miles from the southern territorial border to the Wembere Plains and to the cultivation steppe of Sukumaland and northwards. In between these two huge fly belts is the stock raising country which is only about one fifth of the whole territorial area. Distribution within this tsetse free area is influenced mainly by tick-borne diseases and by the nutritional standards of the pastures. In zones of poor fertility and high disease incidence, (e.g., Bukoba), the tendency is towards understocking. In zones of good fertility and high disease incidence (e.g., North and South Mara) the trend is toward overstocking unless marketing or stock limitation can be maintained to absorb the increase. In zones of good fertility but low rainfall, where tick-borne and parasitic diseases are largely absent, the net annual increase is high and over-stocking with its attendant evils of stunted growth, unproductivity and soil erosion is the rule as, for example, in Sukumaland and the Kondoa District. The policy of limiting stock numbers to the carrying capacity of the various areas is being pursued in conjunction with water development and tsetse reclamation to open up new pasturage.

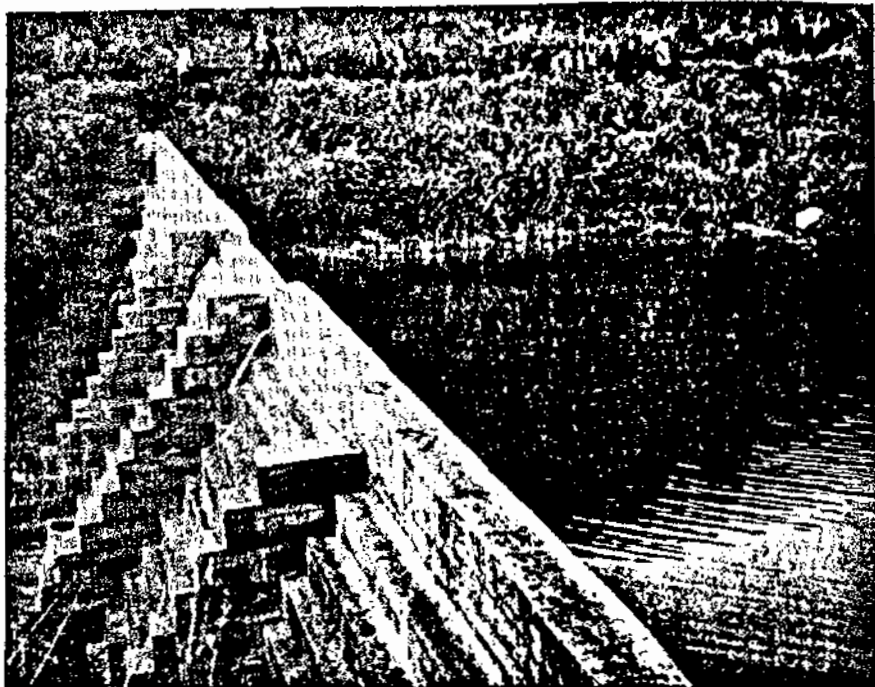
339. Meat Processing, etc. Exports of meat and meat products have shown a very considerable increase during 1951, amounting to 28,820 cwt. valued at



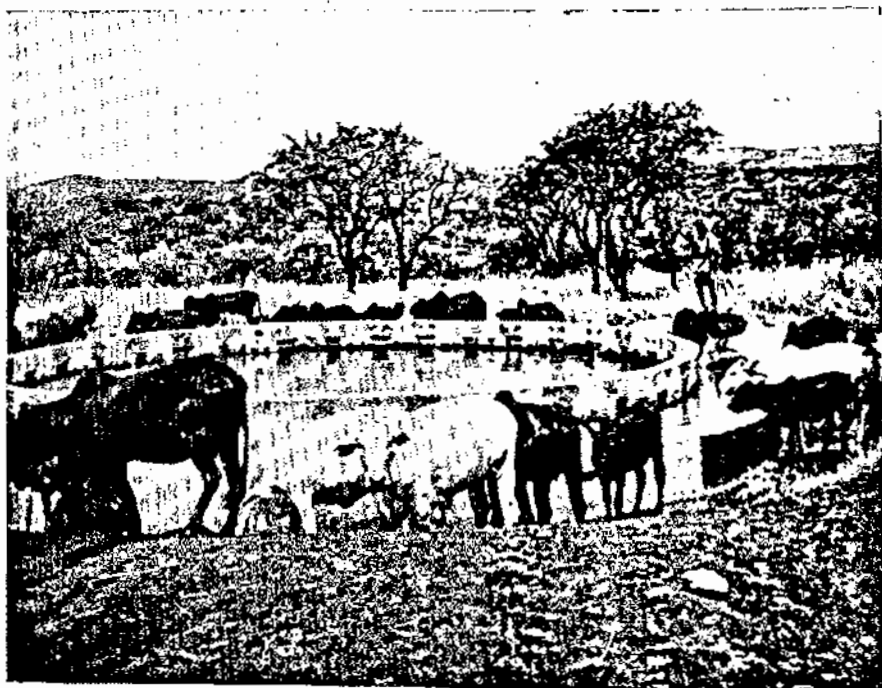
MTWARA: CONSTRUCTION OF NEW DEEP-WATER PORT



MTWARA: LAYING A 50 TON CONCRETE BLOCK



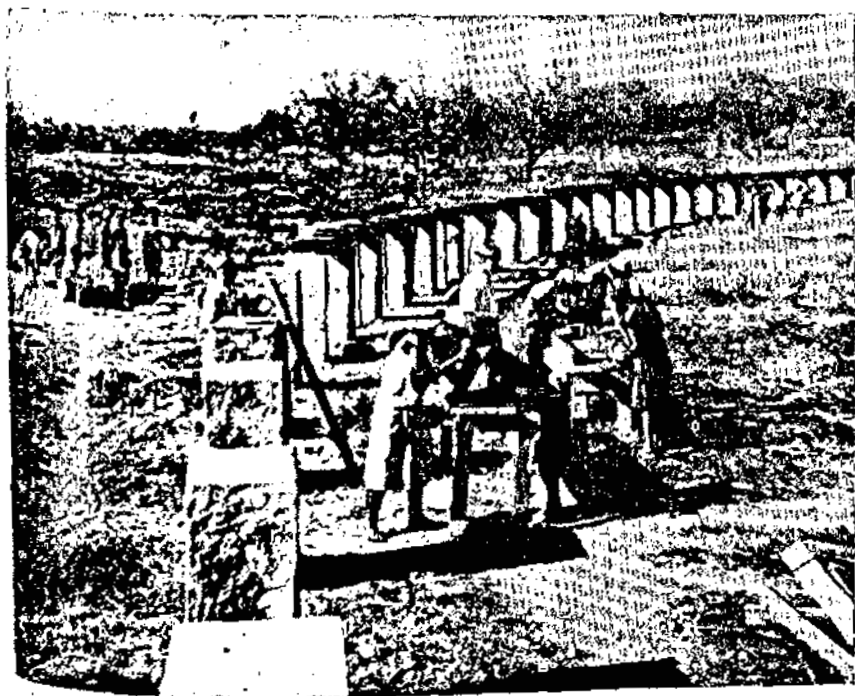
WATER DEVELOPMENT : A NEWLY CONSTRUCTED DAM



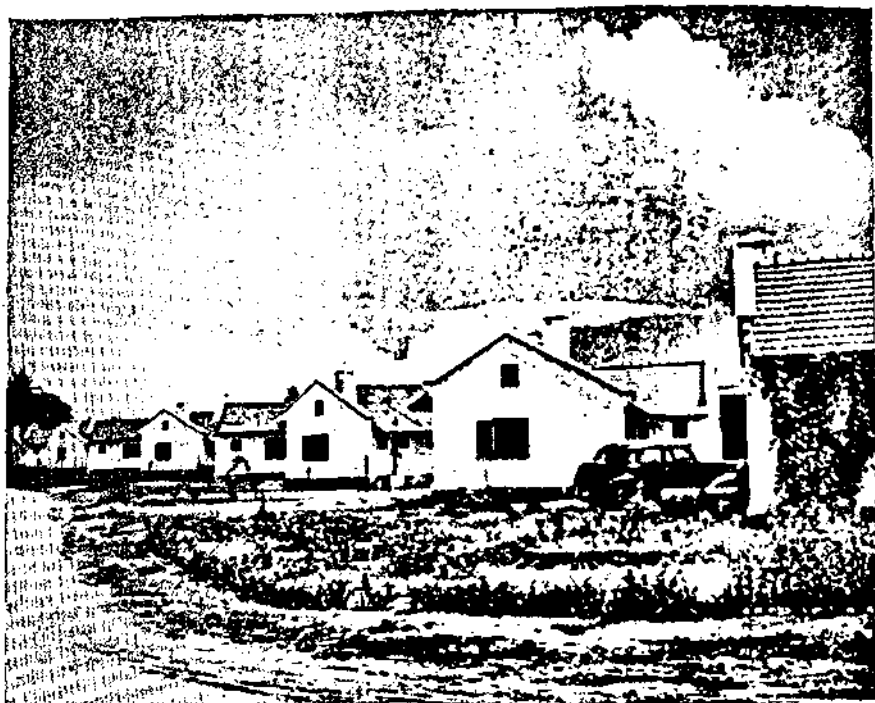
ONE OF SEVERAL CATTLE WATERING POINTS
FED BY PIPE-LINE FROM THE DAM SHOWN ABOVE



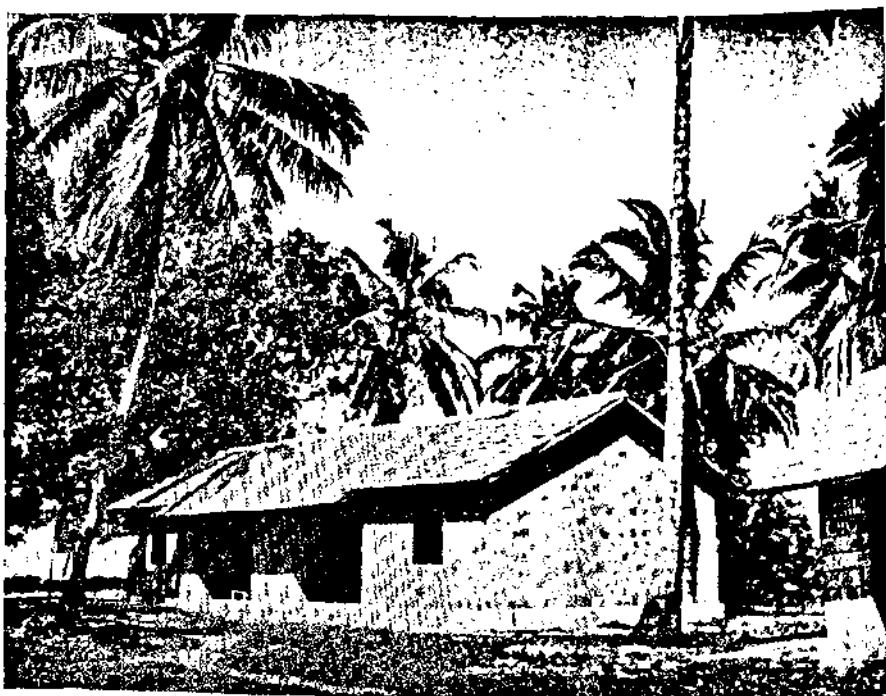
WATER DEVELOPMENT :
KILWA MASOKO. LOCAL SUPPLY, OLD STYLE



WATER DEVELOPMENT : KILWA MASOKO.
LAYING ON THE NEW PIPED SUPPLY



URBAN HOUSING SCHEMES : MEDIUM DENSITY TYPES



URBAN HOUSING SCHEMES : HIGH DENSITY TYPES

£360,000, as compared with 6,660 cwt. valued at £69,500 in 1950. The increase is largely due to the expanding operations of the meat factory of Tanganyika Packers Limited, a company in which Government has a controlling interest. Cattle purchased in the Central, Lake and Western Provinces are moved by rail to holding grounds within a short distance of the factory. The company's central abattoir and cold storage plant at Arusha were almost completed at the end of the year.

Three small factories for the processing of pig products—bacon, ham, sausages, lard, etc.—have continued in operation during the year.

340. The livestock industry is controlled by a Livestock Board. A comprehensive marketing system has been established under which cattle, sheep and goats are sold by auction at the primary markets and are then moved under veterinary control to the consuming centres, or in the case of purchases by the buyers for Tanganyika Packers Ltd., to the holding grounds and thence to the factory. Some butchers attend the primary markets to purchase their own requirements. Others buy from cattle traders who dispose of their purchases on the primary markets at re-sale markets in the consuming areas.

341. In connexion with cattle marketing mention should be made of the work done during recent years to improve the production and marketing of hides and skins. The value of this side of the livestock industry has greatly increased and during 1951 reached the figure of nearly £1½ million.

342. **Fisheries.** Coastal and inland fisheries constitute a considerable industry, and fish-farming is being actively encouraged. Coastal fishing is conducted almost exclusively by the indigenous inhabitants, who use out-rigger dug-out canoes and small dhows for line and net fishing, and also employ flat polygonal basket-work traps, fence traps and throw-nets. Shark, ray, kingfish, queen-fish, snappers, barracuda, coral fish, rock fish and numerous other varieties are caught and sold fresh, dried or cooked. The best catches are obtained during the rains. Beche de mer, oysters, etc., are also obtained. Prices tend to be high, and markets could absorb very much greater quantities than are at present landed. A marine fisheries officer was stationed at Dar es Salaam during the year to investigate the fishing in coastal waters with a view to development.

343. The fisheries of Lake Tanganyika and of the rivers and swamps in many parts of the Territory are an entirely African industry. The Lake fisheries yield 1,500 tons of "dagaa" (small fish which are sun-dried before sale) and considerable quantities of larger fish. Tilapia and other species are trapped in the seasonal and permanent rivers and swamps, and, after being smoked and dried, are a popular and widely distributed protein food. A fisheries officer is stationed at Kigoma on Lake Tanganyika to advise on problems connected with the fisheries of lakes and rivers.

344. Fresh-water fish-farming is now approaching the production stage and tidal fattening enclosures are in operation near Tanga. Fry for stocking fresh-water ponds and dams are now being supplied by the experimental and breeding station in the charge of a fisheries officer at Korogwe, different varieties of Tilapia being available for varying conditions. The fattening of fish in association with irrigated rice growing seems likely to prove a promising aspect of fresh-water fish-farming.

(g) Forests

345. **Forest Law.** The Forest law of the Territory is embodied in the Forest Ordinance and the Rules made thereunder. It provides for the protection of forests by the declaration of reserves, both on public and on private lands, and for

the protection of forest produce on public lands outside reserves. Forest reserves on public land are of two categories, those administered and controlled by the central Government and those declared to be native authority forest reserves under the control of specified Native Authorities. Afforestation on alienated lands is controlled by covenants included in the terms and conditions of rights of occupancy where such are appropriate and necessary. The law contains no provisions governing afforestation on public lands, but it is administrative policy to undertake afforestation measures wherever these are necessary or desirable and considerable provision for this work is also made by the Native Authorities in some areas.

The main provisions of the law, other than those dealing with the creation, administration and control of reserves and the protection of forest produce generally, cover the granting of licences for the exploitation of forest produce, the collection of fees and licences, the regulation of clearing on alienated lands, and prescribe the penalties for contravention of the law.

346. Forest Products. As mentioned in an earlier paragraph of this report the Territory's production of timber in 1950 amounted to some 55,000 cubic tons. Of this quantity about 47 per cent. came from public lands, 38 per cent. from forest reserves and 15 per cent. from privately held land. About 41 per cent. of the total production was exported, the value being in the region of £433,000. Large quantities of other forest produce have been exploited for local consumption but of this only limited records can be kept. These show 565,500 building poles and 13 million solid cubic feet of firewood as being cut during 1950, but this is exclusive of the large quantities of forest produce used by the indigenous inhabitants for their own domestic purposes.

347. New forest reserves covering some 487 square miles were proclaimed during the year, bringing the total reservation up to some 8,860 square miles. Quite apart from the important climatic considerations connected with afforestation, this figure, representing approximately 2.5 per cent. of the Territory's total land area, is insufficient to ensure a sustained production of forest produce and the Forests Department's programme aims at increasing the area under reserve to 8 per cent. of the total land area. Good progress has been made in silviculture. On Kilimanjaro and in the Usambaras the area of camphor plantations was increased by 1,772 acres to 15,532 acres and 1,465 acres of regeneration were successfully treated. Softwood planting trials were carried out at a number of places. It is known that much of the Territory is suitable for softwoods but further details in regard to species, techniques, etc., need to be worked out before large-scale schemes are undertaken. There appears little doubt that in some areas hardwood supplies have been overcut. Stocktaking is an urgent necessity and much of the time of the field staff has been devoted to this work. A survey of the Chome forest and part of the Kilimanjaro forest was undertaken during the year jointly by the Government and a commercial firm and the results are now being studied.

(h) Mining

348. Mineral Resources. Mineral rights are vested in the Governor in trust and royalties and other receipts derived from mining and prospecting form part of the general revenues of the Territory. There are no private owners of mineral rights other than rights leased from the Government.

349. Further progress was made during the year by the Government mining and geological departments in the assessment and development of mineral resources. Difficulty continued to be experienced in the recruitment of qualified mining staff but valuable assistance was given on the non-administrative side by two mining engineers and one mining geologist made available under the auspices of the Economic Co-operation Administration. Greater interest was taken in

the Government scheme for the grant of loans to assist mineral development and production. The Geological Survey Department maintains well-equipped chemical, metallurgical and ore-testing laboratories, and services rendered to the mining industry include geological investigations, diamond drilling, metallurgical research, assays and analyses. A wide programme of geological mapping is being financed from the Colonial Development and Welfare Fund.

350. Despite the artificially depressed price of gold which prevented the exploitation of low-grade ore reserves, gold production was maintained. Production costs continued to rise while the official price of the metal remained constant. The decision of the International Monetary Fund authorities at the end of September to leave the future enforcement of the Fund's gold policy to member states resulted in a decision by the Government of the Territory to permit gold producers to sell up to forty per cent. of their production in the premium market, subject to certain conditions. This concession provided some slight relief from the increasing cost of labour and materials.

351. The production of gem and industrial diamonds continued on a scale comparable with former years, but there was a heavy drop in exports. This was due to a dispute between the principal producers, Williamson Diamonds Ltd., and the Diamond Corporation regarding prices, as a result of which the producing Company suspended sales. Other minerals at present being exploited on varying scales include kaolin, lead, limestone (for lime) and magnesite, mica, salt, tin and tungsten. Details regarding quantities and value of exports are given in Appendix XI. A table showing the number of mining leases, claims and exclusive prospecting licences held at the end of the year, and the minerals in respect of which they were issued, is also given in Appendix XI.

352. Investigation of the coalfields in the Ruhuhu river basin in the Southern Province was continued by the Colonial Development Corporation assisted by Government geologists. The drilling campaign and geological mapping revealed much of the geological nature of the deposits and indicated valuable reserves of workable coal. The feasibility of smelting ore from the Liganga titaniferous iron deposits, situated 35 miles away, by a process using coal, was demonstrated during the year. The results of the investigations in these two fields are likely to have a bearing on the question of a railway link between Tanganyika and Northern Rhodesia.

353. Indications, in some cases extensive ones, of deposits of several of the more important minerals, with the major exception of oil, have been noted in various parts of the Territory. During the year some of these occurrences attracted the interest of influential mining concerns. In addition, a reconnaissance geological survey of the coastal region for formations likely to be of interest in a search for mineral oil deposits was carried out by an important oil group. As the work of geological survey and prospecting, both by Government and private enterprise, progresses, new discoveries may well be made. The development of these, together with the existing mining industry, will contribute increasingly to the economic prosperity of Tanganyika.

354. **Surface and Subsoil Rights.** Surface rights are governed by the nature of tenure and the terms of rights of occupancy and convey no mineral rights. In the development of both surface and underground resources the relevant laws provide for the payment of rents, licence fees, royalties and other dues, all of which form part of the general revenue for the use and benefit of the Territory and its inhabitants.

355. **Legislative Provisions.** Prospecting for minerals may be carried out only under the authority of a prospecting right issued in accordance with the

provisions of the Mining Ordinance and Regulations. Any adult person, irrespective of race, who has the requisite standard of education and literacy to enable him to understand and conform with the mining laws, may be issued with a prospecting right. This right entitles the holder to peg and apply for registration of mining claims and to make application for the grant of mining leases and exclusive prospecting licences.

356. Actual mining operations are permitted only under registered mining claim or lease title. A claim is valid for twelve months unless forfeited or abandoned, and may be renewed for further periods of twelve months. A lease may be granted, at the discretion of the Governor, for a term of not less than five years or more than twenty-one years, but may be renewed for further terms. An exclusive prospecting licence may be granted in respect of an area up to a maximum of eight square miles, but in special circumstances, at the discretion of the Governor, and upon such terms and conditions as he may think fit, an exclusive prospecting licence may be granted for an area in excess of eight square miles. An exclusive prospecting licence is renewable annually at the discretion of the Governor, but may not be held for more than six years in the case of lode deposits or three (in exceptional cases, four) years if in respect of alluvial deposits. The holder of such a licence is entitled to peg and apply for claims or leases over any mineral discoveries made. The law provides for prospecting or development obligations to be attached to all claims, leases and exclusive prospecting licences and for the forfeiture of such titles in the event of non-fulfilment of obligations.

357. Claims, leases and exclusive prospecting licences are subject to the payment of rents at prescribed rates. Royalties are payable on all minerals recovered except mineral fertilizers for agricultural use within the Territory, and building stone, sand and clay quarried at places more than three miles outside a township boundary. In the case of the Dar es Salaam municipality, the limit is twelve miles. Royalties on precious and base metals are on a sliding scale depending on the cost of production. In the case of other minerals, with the exception of salt, coal, building minerals and diamonds, royalty is assessed at the rate of five per cent. of the gross sum realized. On salt the rate is Shs. 6 per ton and on coal 30 cents per ton. In the case of building minerals the rate is one shilling per 100 cubic feet on stone and 50 cents per one hundred cubic feet on sand and gravel. Diamonds attract a royalty of fifteen per cent. of valuation as determined by an official valuer.

358. Safety in mining operations is governed by the provisions of the Mining (Safe Working) Regulations and enforced by inspectors of mines appointed under the Mining Ordinance.

(i) Industry

359. **Industrial Establishments.** A list of the principal industries, other than mining, with the number of establishments in each, is given in Appendix XII. The wealth of the Territory lies mainly in its raw produce and its manufacturing industries are at present largely confined to the processing of its raw materials. In some cases most of the processed article is consumed locally. In others the bulk is exported and information regarding overseas markets is included in Appendix XIII.

360. Of the various processing industries some are an inseparable part of primary production—to reduce the raw materials to an economically marketable and exportable form. In such cases as sisal, tea and sugar and in the treatment of mineral ores the processing is carried out by the producers themselves. Such processes as cotton ginning and coffee and tobacco curing are carried out at commercially run establishments to which the raw produce is brought. Of the in-

industries which may be said to carry the processing a stage further there is a considerable variety. Chief among these are the milling processes, producing flour from grain and oil from copra, groundnuts and sesame.

361. Industries other than those concerned with the initial processing of raw materials are still limited but they are increasing in both number and variety. Those already established and to which reference has been made in previous reports include the meat factory of Tanganyika Packers Ltd., which prepares and markets a variety of meat products for local consumption and export. The Metal Box Company manufactures tin cans and containers and is able to meet the demands of the meat factory, the fuel oil companies and the ghee and edible oil industries. There is a factory for the manufacture of oxygen and oxy-acetylene, a tannery and leather goods factory, a textile dyeing and printing works, a fruit canning industry, breweries, and numerous soap factories, brick and tile works and furniture making establishments. During 1951 a paint and varnish factory began operations and a bottling factory was opened. Other projects in view are a cement works and a blanket factory.

362. The encouragement of secondary industries—as a means of broadening the Territory's economy, promoting increased production and providing greater scope for the employment and advancement of the inhabitants—is part of the general economic policy of the Administering Authority. Inducement for the investment of capital from outside the Territory is offered by the provisions of the income tax legislation. Under the Customs Tariff Ordinance many articles imported in building construction, and also fixed plant and machinery for manufacturing and other industrial purposes, are admitted free of import duty. The Local Industries (Refund of Customs Duties) Ordinance passed in 1950 provides for the refund of customs duties on goods imported for use in local industries. The provisions of the Ordinance have been applied in the case of metal tins, paints, distempers and varnishes during the course of the year.

363. **Local Handicrafts.** As stated in previous annual reports local handicrafts, which include woodwork, ironwork, weaving, basket making, leatherwork and pottery, are carried out in many parts of the Territory. They are of considerable value to the indigenous population, as a source of revenue for the craftsman or craftswomen themselves and as providing a ready supply of utilitarian necessities for the peasant farmer and the housewife, but they are not such as to be capable of development in competition with mass-produced manufactured articles. There is ample local material available and with instruction in improved methods a better type of article could doubtless be produced in many cases, but even so there is little prospect of any expansion of the market. Articles of wood-carving and basket-making are sold in considerable numbers to non-indigenous inhabitants and visitors as curios and ornaments but as such are of little interest to the indigenous people themselves. Hoes, axes, cooking pots and similar articles of local handwork will doubtless continue to be produced and sold in large quantities year after year but the average African prefers the imported machine-made article if available and at a price which he considers reasonable.

364. **Indigenous Industrial Enterprises.** There has been no significant change in the position during the year under review and the activities of the indigenous inhabitants continue to be mainly confined to the processing and marketing of their own primary produce. These are being organized to an increasing extent on a co-operative basis, particularly in the case of such produce as coffee, tea and tobacco. Further developments in organized bulk-marketing are expected to result from the extension of mechanized cultivation schemes when required. At present the demand for skilled artisans is greatly in excess of the supply and while this situation continues most, if not all, of those completing their courses at

industrial training centres are likely to prefer to take up paid employment. It is hoped, however, that in due course a number will establish industrial enterprises on their own account.

365. The ghee and clarified butter industry continues to expand, particularly in the Lake Province where there are now more than a thousand individual producers with an output in 1951 of 1,043,352 lbs. of graded produce. In the Western and Central Provinces 443,340 lbs. of produce were marketed during the year. As the result of the work of special ghee schools and of technical supervision and instruction in the field manufacturing technique is improving, with a consequent improvement in quality. Grading and marketing facilities are provided and provision is also made for loans to be granted to individual producers for the purchase of separators.

366. **Tourist Traffic.** Although the development of tourist traffic does not receive a high priority at present, efforts to promote it have continued. The demand for money, man-power and materials made by the rapid industrial development of the Territory is such that diversion of these resources to the construction of numerous rest camps and other facilities for tourists is not felt to be justified at this stage by the revenue which might be expected to accrue from an increase in their numbers. Nevertheless, Tanganyika has considerable attractions to offer the visitor who is prepared to accept the present somewhat primitive conditions. Endeavours to attract tourists are undertaken by two agencies: the East Africa Tourist Travel Association, an incorporated association to which the Tanganyika Government subscribes £1,000 annually, and the Tanganyika Travel Committee, a body consisting largely of unofficials, which is entrusted by Government with the expenditure annually of £1,500 towards the development of tourist traffic. The former body, which is now well-established, carries out propaganda in a large number of countries for the attraction of visitors to East Africa. A branch of the Association was set up in Dar es Salaam in 1949, with membership drawn from all parts of Tanganyika. It provides information regarding communications and accommodation, as well as general historical and geographical information about the Territory. An important point to note about both the Association itself and its branches is that the majority of members consist of travel agents, hoteliers, transport companies and others who are vitally interested in the development of tourist traffic. Therefore the existence of the Association (in the establishment of which the three East African Governments took the lead) enables interest and activity, which would otherwise be unco-ordinated, to be canalized in such a way that it has a good opportunity of producing the best results.

367. The Tanganyika Travel Committee has tended, with the growth in activities of the East African Tourist Travel Association, to become more closely linked with it, and its activities and funds during 1951 were mainly devoted to supporting activities of the Association which the latter by reason of its inter-Territorial connexions did not feel able to finance from its own funds, and which were certain to be of sole benefit to Tanganyika.

368. While there is much attractive scenery to be seen and good shooting to be had in many parts of the Territory, the main tourist attractions are in the extreme north—the ice-capped Mount Kilimanjaro, and the Serengeti plains. The proximity of both these areas to the Kenya city of Nairobi, with its excellent communications and its closeness to other areas attractive to tourists in Kenya and Uganda, has had the natural result that hunting, film and photographic safaris to Mount Kilimanjaro and the Serengeti plains are mainly organized from Kenya, where there are several agencies catering for tourists of every description. As already mentioned the Serengeti plains have been declared a National Park. The administration of the Park is now vested in a Board of Trustees, who started work

in the middle of 1951 and are devoting considerable energy to the steady improvement of tourist facilities.

(j) Investments

369. **Outside Private Capital.** The position remains as explained in previous annual reports. No details of the amount of outside private capital invested in the Territory are available. Reference has been made to the provisions of the law regarding the registration of businesses and companies under the Registration of Business Names Ordinance and the Companies Ordinance but the information required on registration does not include details of capital. Businesses are required to state neither the amount of their capital nor the sources from which it is obtained. Companies are required to state their nominal capital but not to give details of investments of any sort made in the Territory.

370. **Foreign Investment.** The limited nature of the information required to be furnished on registration of commercial undertakings in the Territory renders it equally impossible to give details of foreign investments. Foreign capital is invested in the agricultural industry, particularly sisal and sugar, in mining and in the motor and general trade. The national origins of these investments, other than British, include Belgian, Canadian, Danish, Dutch, Indian and Swiss sources, but details of the actual extent of the investments are not available. As far as is known all these investments are made by private investors. No investments have been made in the Territory by international lending institutions.

371. Investments by the Administering Authority are represented by the funds made available for the operations of the Overseas Food Corporation and the Colonial Development Corporation, and also by the grants made to the Territory for numerous development schemes. The Government of the Territory has financial interests in the meat processing industry (Tanganyika Packers Ltd.), in salt production at the Uvinza Salt Works (Kigoma District) and in the Dar es Salaam and District Electric Supply Company.

(k) Commerce and Trade

372. **International Agreements.** No international agreements with respect to trade applying to the Territory were entered into by the Administering Authority during the year under review.

373. **Customs Unions and Agreements.** There is no customs union between Tanganyika and the United Kingdom. The three East African Territories—Kenya, Uganda and Tanganyika—have for years formed what is in effect a customs union in terms of the International Trade Charter. Since 1923 these Territories have had almost identical customs tariffs, with a duty-free interchange of produce. Since 1930 there has been provision for the unilateral imposition of "suspended" duties. An agreement, to which effect was given in the several Territorial Customs Ordinances, provides that if any one of the three Territories collects customs duties on goods which are subsequently transferred to one of the other Territories the duties so collected shall be paid to the Territory to which the goods are moved. Similarly in regard to excise duties, agreements were made for the transfer of duties collected on exciseable articles manufactured in one Territory and later removed into another Territory.

374. The Customs Departments of the three Territories were amalgamated with effect from the 1st January, 1949, to form the East African Customs and Excise Department. Under this amalgamation the duty-free interchange of produce continues and the right of each Territory to impose "suspended" duties is retained. The revenue to accrue to the individual Territories is arrived at by

deducting the total expenditure of the amalgamated Department from the total revenue collected and then dividing the balance in proportion to the total net duty collected on goods retained for consumption in each Territory, including any duty collected on goods re-exported but on which no drawback was paid.

375. By the terms of the Convention between Belgium and Great Britain, signed on the 15 March, 1921, goods in transit through Tanganyika to or from the Belgian Congo are exempt from Customs duties.

376. **Tariff Relationships.** No special tariff relationship exists between Tanganyika and the United Kingdom or other countries. International obligations have precluded the granting of preferential treatment to the United Kingdom, its colonies or other dependencies, except to the extent of the local arrangements already mentioned as existing between the Territory and Kenya and Uganda. As regards export to the United Kingdom, its colonies and dependencies, Tanganyika produce has been given the benefit of whatever tariff preferences may apply in the United Kingdom or to its colonies or dependencies.

377. In regard to the general policy with respect to trade barriers the following is the position.

- (a) Customs duties and other taxes on imports and exports are imposed without any discrimination in regard either to the source of origin of imported goods or the country of destination of exported goods.
- (b) No discriminatory trade barriers have been erected, except in so far as exports to North Korea are prohibited. Where goods are in short supply the issue of licences has been in conformity with international agreements. The import licensing of goods from hard currency countries is restricted to essential supplies.
- (c) There are no subsidies, either direct or indirect.

378. **Structure of Commercial Life.** The commercial life of Tanganyika follows the pattern normally found in any country where the great majority of the inhabitants are agriculturists. It is largely concerned with the handling of the primary products of both indigenous and non-indigenous producers and the satisfaction of their requirements of consumer and other goods, either by import or by local manufacture.

379. The main centres of commerce are the ports of Dar es Salaam and Tanga. Other towns owe their importance mainly to their position as collecting and distributing centres. All the importing and exporting houses have offices in Dar es Salaam. Some of the larger firms are organized on an East African basis, usually with their local head offices in Kenya, and with head offices in Europe. The Standard Bank of South Africa, the National Bank of India, and Barclay's Bank (Dominion, Colonial and Overseas) have branches at a number of places in the Territory. The Banque du Congo Belge and the Nederlandsche Handel-Maatschappij have branches at Dar es Salaam.

380. A few of the large importing and exporting houses deal directly with retailers and producers. For the most part, however, distribution to retailers is made through local wholesale traders, while the collection of produce from the primary producers passes through similar middlemen channels to the actual exporters.

381. In the larger centres all commercial interests are represented by Chambers of Commerce. The Dar es Salaam, Tanga and Moshi Chambers are members of the Association of Chambers of Commerce of Eastern Africa which is affiliated to the joint East African Board in London, a body designed to promote the commercial and other interests of the East African Territories, and to the London

Chamber of Commerce, which has an East African section. In addition to the Chambers of Commerce there are various associations of merchants in the Territory.

382. Business and commercial activities in the Territory are regulated by the provisions of the Trades Licensing Ordinance, the Registration of Business Names Ordinance and the Companies Ordinance. Otherwise there are no restrictions and except to the extent that reduced trading licence fees are prescribed for Africans there is no discrimination on racial or other grounds. At present the main interests of the indigenous inhabitants in trading activities are concerned with the sale of their primary produce in which bulk marketing is playing an increasingly important part. The numbers of African retail traders is steadily increasing, particularly in the townships and in the wealthier rural areas such as the Bukoba and the Moshi Districts.

383. **External Trade.** The position remains as described in previous annual reports. The Territory's exports consist almost entirely of primary products, either in the raw state or partially or completely processed, for which the heavy demand at high prices has been maintained. In these conditions there is no difficulty in securing external markets and such special measures as are taken continue to be aimed at retaining the markets by the maintenance, and wherever possible by the improvement, of the quality of exported produce. Legislation provides for the control of marketing and for grading, and various commodity boards have been established.

384. With regard to the import trade every effort is made to secure the Territory's needs of both consumer and capital goods. In 1951 the supply of metals and metal manufactures particularly became more difficult and every effort was made to assist the trade by sponsorship of essential requirements. In this the East African Office in London was of great value.

385. **Domestic Trade.** There have been no significant changes during the year under review and, as in the case of external trade, the position remains as described in last year's report. The basic economy of the Territory being so essentially agrarian in character it follows that the volume of internal trade is largely dependent on the productive capacity and purchasing power of the rural population. The interests of the bulk of the indigenous inhabitants are centred on their agricultural activities and their influence on the volume and trend of domestic trade depends on the extent to which they are able to produce crops over and above requirements for their own consumption. With a growing urban and industrial population there is a ready market for all foodstuffs and there is an increasing demand at high prices for all cash crops. For the sale of both food and cash crops and also of livestock regular markets are organized. In some areas the bulk marketing of produce is undertaken by co-operative societies. With the cash obtained from the sale of his surplus produce the agriculturalist provides himself with those necessities and luxuries which do not grow in his own gardens and on his total demands depends the volume of trade in the other direction. For some of his requirements—cooking pots, water jars, baskets and other household utensils and on occasion his hoe and his axe—he may turn to the local craftsman, but he has now become accustomed to look to the seller of imported goods to supply many of his wants. In any case, the village craftsman, the local retail trader and the distant wholesaler and importer all find the demand for their goods and services dependent very largely on the amount of ready money in the hands of the peasant farmers.

386. In some of the remoter rural areas considerable domestic trade is still carried out on an exchange or barter basis. In and around the townships and industrial centres the producer carries on a brisk cash trade with the non-producer. He may take his foodstuffs, his vegetables, fruit, chickens, eggs or fish, to the local

market himself, or he may sell to the growing class of middleman trader who in turn makes his sales to the consumer.

387. Favourable weather conditions for the agricultural producer have again contributed to a further increase in the volume of internal trade during the past year. Primary producers have in general had more produce for sale at better-than-ever prices. There has, however, been a falling-off in cattle sales which is due to the relative ease with which money could be obtained by the primary producers of most agricultural produce and to some extent the inadequate supplies of attractive consumer goods available. Traders have profited in their attempts to meet the increasing demands for consumer goods, but those who are at a disadvantage are the non-producing, non-trading wage earners and those on fixed incomes who are obliged to pay more for local produce and more for imported goods without a corresponding increase in their own purchasing power.

388. **Distribution of Supplies.** Apart from such articles as are manufactured by the processing of local produce Tanganyika's requirements of manufactured goods are met almost entirely by imports from overseas and the problem of distribution is therefore mainly that of transport from the ports of entry to the many trading centres scattered throughout the length and breadth of the Territory. The normal mode of transport is from the ports by rail to the various roadheads and thence by motor transport to the inland towns and to the thousands of village shops and markets serving the needs of the rural population. In areas not yet served by motor roads the last stage of transport is by head portage and in some cases by pack animals. In all cases the movement of local produce outwards is by the reverse process from the remote rural areas to the coast. The effectiveness of this system of distribution is shown by the fact that trade goods reach the smallest traders in the most remote parts of the Territory and that exportable produce from these same remote areas finds its way to the coast. Improvement of the system lies in the improvement of rail and road communications and this forms an important part of the Territory's development plans. Increasing use is being made of air freight facilities provided by both scheduled and charter services.

389. **Government Trading.** There are no Government trading agencies in operation in the Territory and the direct participation of the Administration in commercial activities is limited to those concerns in which it has a financial interest and to which reference has already been made in paragraph 371. They are the meat-processing industry (Tanganyika Packers Ltd.), salt production (the Uvinza Salt Works), and the supply of electric light and power (Dar es Salaam, and District Electric Supply Company and Tanganyika Electric Supply Co. Ltd.). Mention has also been made of the operations of the Overseas Food Corporation and the Colonial Development Corporation, both appointed and financed by the United Kingdom Government.

390. **Corporations.** Corporations operating in the Territory fall into the following categories:

- (a) Companies incorporated in the Territory under the provisions of the Companies Ordinance, 1931.
- (b) Companies incorporated outside the Territory and registered in the Territory under the Companies Ordinance.
- (c) Corporations controlled by Government (e.g., the East African Airways Corporation), which are not required to be registered.

391. Companies incorporated in the Territory are required by the provisions of the Companies (Tax on Nominal Capital) Ordinance, 1933, to pay a tax of five shillings for every thousand shillings (£50) or part thereof of their capital.

In the event of the nominal capital being increased after incorporation, tax at the same rate is payable on the amount of the increase. No company or corporation is granted any exemption or special concession in respect of taxation.

392. Marketing Methods. With the exception of those products still sold under contract agreements with the Ministry of Food or the Raw Cotton Commission and of those few imported articles still subject to distributive control the marketing methods used by the export and import industries of the Territory are the normal processes governed by supply and demand and by competitive trading. In the case of agricultural produce co-operative bulk marketing is playing an increasingly important part, as will be seen from a later section of this report dealing with the activities of co-operative societies. Apart from this particular development some commodities are subject to special marketing arrangements by producer or other groups, but before primary produce reaches the export stage it may have passed through various intermediate marketing stages and through several inspections and grading processes.

393. Special buying posts and markets have been established for the marketing of cotton, most of which is produced by indigenous agriculturalists. The crop is sold by weight, at controlled prices, to the ginner who are also the exporters. Export is subject to regulations and the lint is passed by bulk contract to the Ministry of Supply in the United Kingdom or to the Government of India. Two types of coffee are exported, mild and hard. Mild coffees are grown by both indigenous and non-indigenous agriculturists mainly in the Northern Province. The bulk of the crop is sold on contract to the Ministry of Food in the United Kingdom. Mild coffees produced in the Southern Highlands Province are sold on the open market. Hard coffees are produced mainly by indigenous growers, chiefly in the Bukoba and Ngara Districts of the Lake Province, where marketing arrangements are controlled by a Board. Part of the crop is sold on contract to the Ministry of Food and part by auction at Mombasa.

394. The marketing of imports follows normal commercial procedure. Except in the case of direct imports by consumers, goods are handled and distributed on the lines already mentioned, in general passing from the importing firms to the wholesale dealers and from them to the retailers either direct or through sub-wholesalers or agents.

395. Export Produce Protection. In the existing conditions of world trade the primary producer is in a strong position and the protection of his interests presents no serious immediate problems. There is a heavy demand at increasingly high prices for all the export commodities which the Territory can produce and there are no indications of any early change in the position. As has already been stated there is no difficulty in securing markets and while demand continues to exceed supply there will be no difficulty in holding them. The present policy therefore is to take advantage of this favourable position to bring about the greatest possible improvement in the quality of the Territory's exports, since an established reputation for high quality produce offers the surest guard against the loss of markets when demand lessens, and should ensure the best possible return for the producer if and when world prices decline. In pursuance of this policy marketing is controlled to ensure proper sorting and grading and special measures are taken to improve the quality of such exports as timber, beeswax, hides and skins.

396. The need for diversification of the Territory's economy is fully recognized and an essential feature of the development programme is the development of the country's many and varied natural resources. As regards agriculture, the policy is not only to secure increase in quantity and improvement in quality of those commodities at present exported but to encourage the cultivation of a wider range of crops. Every effort is being made to develop the resources of the Territory

represented by its livestock and to expand and improve the production of dairy produce, hides and skins. The development of the mineral wealth of the Territory will play an important part in strengthening the economic position.

(1) Monopolies

397. **Fiscal.** The following fiscal or administrative monopolies have been established:

- (a) *Railways and Port Services.* These services also include the road services operated by the railways administration on certain routes. Since the amalgamation of the Tanganyika railway system with that of Kenya and Uganda, on the 1st May, 1948, the control and management of these transport services have been vested in the East Africa High Commission. Revenue and expenditure are subject to public control, the annual estimates being submitted to the Central Legislative Assembly. A Transport Advisory Council has been established to advise upon all matters concerning the amalgamated transport services, now known as the East African Railways and Harbours.
- (b) *Posts and Telegraphs.* Wherever posts or postal communications are established in the Territory the Posts and Telecommunications Administration has the exclusive privilege, with certain minor exceptions, of conveying postal matter from one place to another, whether by land, sea or air. The East African Posts and Telecommunications Administration, which has operated as a common service on an inter-territorial basis since 1935, and as a High Commission service since the 1st January, 1948, converted into a self-contained department with its own capital account, with effect from the 1st January, 1949.

398. **Private.** Three private monopolies exist in the Territory, two of them being held by electricity supply undertakings and one by a motor transport company. The following are brief particulars:

- (a) The Tanganyika Electric Supply Company holds a licence, granted under the Electricity Ordinance, 1931, which confers upon it the exclusive right to supply electrical energy in an area contained within a sixty mile radius from the Pangani Power Station on the Pangani Falls.
- (b) The Dar es Salaam and District Electric Supply Company holds a licence which confers upon it the exclusive right to supply electrical energy within defined "areas of supply" centred on the towns of Dar es Salaam, Tabora, Dodoma, Iringa, Lindi, Mbeya, Morogoro, Kigoma, Mwanza, Arusha, Moshi and Mtwara. In other areas or townships, but excluding the Tanga Province and an area within a radius of sixty miles of the Pangani Falls, the Government has undertaken to offer opportunities of electrical development, as occasion arises, to the Company in the first instance on terms not less favourable to the Company than those contained in its existing licence.
- (c) The Dar es Salaam Motor Transport Company holds a licence to operate an omnibus service in Dar es Salaam.

399. In regard to the two electricity undertakings the following information is given:

- (a) The essential need for the grant of exclusive licences is that with a relatively small population concentrated in widely scattered groups, a multiplicity of competitive electrical undertakings would not be in the best interests of the inhabitants at present.

- (b) The private monopolies have been granted over the whole generation and distribution for sale of all electrical power and energy with the exception of the generation of power for private purposes.
- (c) The licence granted to the Tanganyika Electric Supply Company was granted on the 22nd April, 1931, for a period of sixty years, provided that after the Company has performed and observed the conditions of its licence, and has given the Government not less than twelve months notice of its desire to extend the concession, the Company shall be entitled to an extension for fifteen years.
- (d) The licence to the Dar es Salaam and District Electricity Supply Company was issued on the 29th September, 1931, for a period of eighty years, the Government retaining the right to purchase the Company's rights under the licence at any time after fifty years from the date of the licence on terms which are specified in the licence.
- (e) Section 4 of the Electricity Ordinance prescribes that no licence may be granted for any period exceeding eighty years. In view of the substantial capital investment necessary to such undertakings, and in view of the difficulty of rapid expansion to a proper economic basis, a long term concession was granted as an inducement.
- (f) The Companies in question are required to comply with the provisions of the Electricity Ordinance and Rules, and officials duly authorized on behalf of the Government are entitled at all proper times to enter the premises of the Company for the purpose of inspecting their operations. In the case of the Dar es Salaam and District Electric Supply Company the Government has a capital interest in the undertaking and has the right to nominate a Director on the Board of the Company. In other respects both companies operate on the normal commercial lines of limited liability companies.

400. As regards the exclusive licence granted to the Dar es Salaam Motor Transport Company, the need for an omnibus service for the rapidly expanding town and its immediate environs has long been felt but prior to 1950 attempts to secure the operation of an adequate service had failed owing to the economic uncertainty of the proposition. One experimental service established was withdrawn owing to the financial loss incurred. The municipality is unable to undertake the provision of its own services and does not expect to be in a position to do so for some years to come. After somewhat lengthy negotiations agreement was reached with the Overseas Motor Transport Company of London, under which in consideration of the grant of an exclusive licence for fifteen years the Company undertook to form a subsidiary company—the Dar es Salaam Motor Transport Company—and to run a comprehensive local omnibus service. The agreement provides that the municipal council shall, if it so desires, take over the undertaking on expiration of the present licence.

401. On the general question of monopolies Article 10(c) of the Trusteeship Agreement provides that in the selection of agencies, other than those controlled by the Government or those in which the Government participates, the Administering Authority shall not discriminate on grounds of nationality against Members of the United Nations or their nationals. In none of the undertakings mentioned above has any such question of discrimination arisen. There are no obstacles in the way of the indigenous peoples participating in monopolies but up to the present there has been no indication of their wishing to do so.

(m) Co-operatives

402. The total number of co-operative societies on the register at the end of the year was one hundred and thirty-eight, thirteen societies having been registered

during the year and the registration of two cancelled. This number was composed of the following types of societies:

Bulk-purchase (Butchers):	Primary	African	....	1
Bulk-purchase (Traders):	"	"	....	4
Consumer:	"	European	....	2
Credit (Loan):	"	Asian	....	5
Marketing, not affiliated:	"	All races	....	3
" " " "	"	African	....	12
" affiliated to Unions:	"	"	....	107
" Unions:	Secondary	"	....	4

403. The bulk-purchase (butchers) society, in spite of making a loss, fulfilled a useful function and was able to present perhaps the only complete financial picture of one facet of meat distribution, that is, from the cattle market to the small retail butcher. None of the four bulk-purchase (traders) societies can be said to have operated with success. Their origin was very largely bound up with the distribution of controlled commodities and they have not been able to out-grow dependence upon circumstances beyond their control. Their functions are of a very limited value though providing some education and considerable satisfaction to a circumscribed membership.

404. Two consumers societies of European membership continued to function throughout the year. One was a society which embraces Kenya and part of Tanganyika, with consequent financial and representational obscurity at the points of operation in Tanganyika. The other registered solely in Tanganyika and operating in Dar es Salaam suffered from the impermanence of its membership. The one Asian Consumers Society applied for cancellation of registration at the beginning of the year. Some desire, evinced by members of co-operative marketing societies in the Lake Province, for the formation of consumers societies was based upon misconceptions and is still under consideration.

405. The five credit (loan) societies confined to members of the Ismailia sect of the Indian community continued to furnish loans to members almost exclusively for trading purposes. These societies, to augment share capital subscribed by members, made use of funds borrowed from finance corporations of the same sect. No thrift societies have been registered though the formation of one or more societies continued under discussion by intending members.

406. Savings deposits may be accepted by nearly all marketing societies but only the Kilimanjaro Native Co-operative Union Ltd., had so far received such deposits. These amount to nearly £10,000 deposited by over 200 members of eighteen primary societies. Other marketing societies received deposits for particular purposes, such as purchase of agricultural implements, but not savings. In connexion with thrift and savings (and also housing societies, which have been the subject of considerable discussion and examination) the lack of any general idea of monetary investment, the Mohammedan religious prohibition of receiving interest and the present tendency of money to decline in value have been the main reasons for inaction.

407. At the present time the principal sphere of co-operation is in the marketing of agricultural produce. Out of 138 registered societies 126 were primarily devoted to this and to the ancillary business of supplying agricultural requisites, providing storage accommodation and to a lesser extent, where necessary, processing.

408. There were four main groups of primary marketing societies affiliated to four unions; the Kilimanjaro Native Co-operative Union Ltd. in the Moshi District of the Northern Province was registered in 1933, the Ngoni-Matengo Co-operative Marketing Union Ltd. in the Songea District of the Southern

Province was registered in 1936, the Rungwe Co-operative Union Ltd. in the Rungwe District of the Southern Highlands Province was registered in 1949 and the Bukoba Co-operative Union Ltd. in the Bukoba District of the Lake Province was registered in 1950.

409. The cultivation and marketing of native grown coffee in the Moshi and Bukoba Districts were controlled by the Moshi Native Coffee Board and the Bukoba Native Coffee Board respectively, though no similar control was exercised over the smaller coffee crops produced by Africans and handled by co-operatives in the Songea and Rungwe districts. The cultivation and marketing of tobacco in the Songea and Biharamulo (and neighbouring) districts were controlled by the Songea Native Tobacco Board and the Nyamirembe Native Tobacco Board respectively.

410. These Boards were appointed under the provisions of the African Agricultural Products (Control and Marketing) Ordinance, 1949, or legislation superseded thereby. During 1951 the Ordinance was amended to define more closely the accounts to be kept and to assure that such Boards shall be non-profit-making concerns and shall where possible return surpluses accruing from their marketing operations to the producers from the sale of whose produce such surpluses accrued. In practice it has not hitherto been possible to return such surpluses except where producers are co-operatively organized. There are no co-operative societies yet in the areas of the Nyamirembe Native Tobacco Board or the Central Province Creameries Boards.

411. In addition to the normal functions of boards, propagation of planting material, plant sanitation, pest control and marketing, the Moshi Native Coffee Board continued to maintain a vocational agricultural school with a coffee bias. It also participated in the processing of coffee, being equal shareholder with the Tanganyika Coffee Growers' Association Ltd., in the Tanganyika Coffee Curing Co. Ltd., which processed virtually all the mild coffee produced in the Territory. Reorganization of coffee processing in the Bukoba District projected by the Bukoba Native Coffee Board was not effected. The Songea Native Tobacco Board acted as managing agents for the operation of the tobacco factory of the Ngoni-Matengo Co-operative Marketing Union Ltd.

412. The Kilimanjaro Native Co-operative Union Ltd., to which 29 societies with over 32,000 members were affiliated, handled 4,100 tons of mild coffee of the approximate f.o.b. value of £1,200,000; supplied agricultural requisites to the value of about £15,000; marketed beans, sunflowers, hides and skins; provided savings facilities for members and maintained a printing press which executed orders for nearly all the stationery requirements of all other African co-operative marketing societies in Tanganyika. By the end of the year the first section of the new headquarters of the Union in Moshi had neared completion. During the year 6 students returned from courses of study at the charges of the Union and two more went to the United Kingdom.

413. The Ngoni-Matengo Co-operative Marketing Union Ltd., to which 17 primary societies with over 13,000 members are affiliated, collected from June to October 590 tons of Heavy Western fire-cured tobacco leaf, in six grades. The processing and packing of this crop has not been completed by the end of the year. The sale of the previous year's crop, with the exception of 200 odd bales, was effected by the Union with the advice and assistance of the Songea Native Tobacco Board, the Executive Officer of which acts as manager for the Union. East African sales were made direct to East African manufacturers; sales in the United Kingdom and to the continent of Europe and elsewhere were effected by a firm of brokers. An unexpected fall in prices realized for the 1949/50 crop caused a considerable loss to the Union which had made payments to members through

primary societies up to an estimated value which was not realized. The system of payment upon estimated value is likely to be discontinued. During the year a new tobacco factory was completed and the cost of this, more than the losses sustained, compelled the Union to borrow in order to make advances to members upon the security of leaf delivered during the year.

414. The Rungwe Co-operative Union Ltd. to which are affiliated ten primary societies, with over 8,000 members, six handling coffee and four rice (paddy), collected 450 tons of Arabica parchment coffee, to be cured by the Tanganyika Coffee Curing Co. in Moshi and sold upon the open market in Nairobi. The rice crop, due to indifferent weather conditions, was the smallest since 1945, amounting to not much more than one thousand tons. This was sold at the order of the Department of Grain Storage to two firms of millers in the district at controlled prices. The primary societies completed a considerable building programme of necessary storage but the building of the Union offices had to be deferred on account of difficulties which delayed the acquisition of a suitable site.

415. The Bukoba Co-operative Union Ltd. to which 51 primary societies with a total membership of nearly 32,000 were affiliated by the end of the year, completed its first year of operations. The Union exists primarily to guide the operations of the primary societies, to receive surpluses from the Bukoba Native Coffee Board and distribute them through the primary societies. Native grown coffee in Bukoba is controlled by the Bukoba Native Coffee Board and after collection by primary societies it is passed to the non-indigenous agents of the Board at rates fixed by the Board. The Union acted as agent for the Board only in the collection of coffee from an island off the coast of Bukoba in Lake Victoria. The handling of coffee (in dry cherry form) requires a great deal of storage accommodation and though the Union and societies made arrangements for the erection of the necessary stores these were not completed by the end of the year.

416. Other marketing societies of indigenous membership consisted of twelve unaffiliated primary societies. Of these nine handled coffee, one maize, one vegetables and one rice (paddy). The last mentioned also arranged for mechanical cultivation for its members. Five of these societies are situated in the Tanga Province, three in the Southern Highlands Province and one each in the Northern, Lake, Southern and Eastern Provinces. Membership amounted to over 13,000.

417. There are three primary marketing societies open to all races: The Tanganyika Coffee Growers' Association Ltd., which marketed 1,643 tons of coffee for its 204 members, acted as purchasing agents for the Mild Coffee Control Board in respect of 6,205 tons of coffee sold to the Ministry of Food under long term contract, and are joint owners with the Moshi Native Coffee Board of the Tanganyika Coffee Curing Co. The Iringa Pig Producers Co-operative Society, and the Northern Province Farmers Co-operative Society Ltd. which acted as sub-agent to the agent appointed by Government for the collection of the wheat crop in the Northern Province at controlled prices. The wheat crop amounted to 7,700 tons.

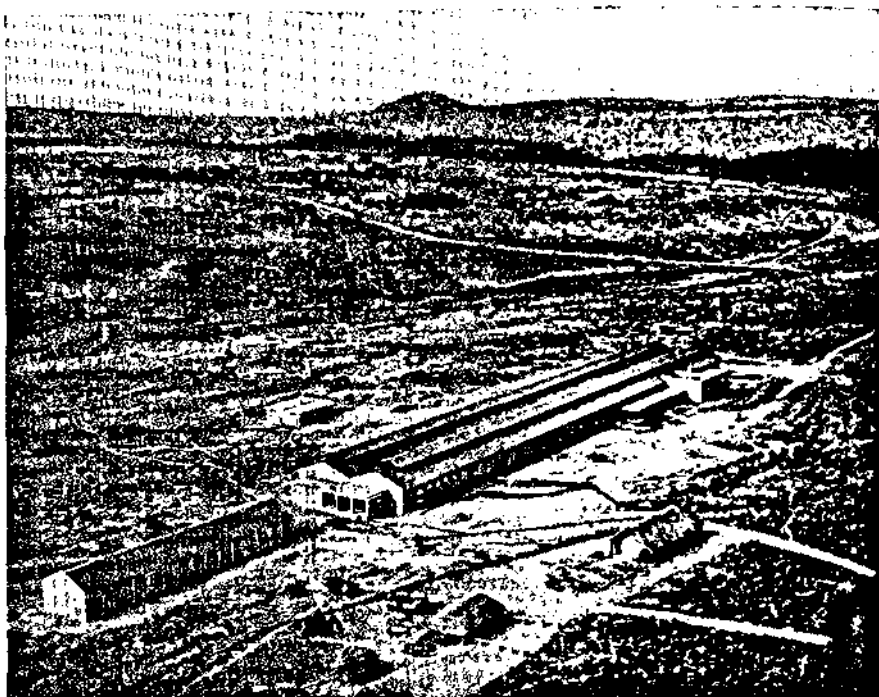
418. The staff of the Department of Co-operative Development consisted at the end of the year of the Commissioner for Co-operative Development (also Registrar of Co-operative Societies), ten co-operative officers and sixteen African assistant co-operative inspectors. Four of the co-operative officers joined the department in the second half of the year, one being seconded to conduct a co-operative training centre at Kabete in Kenya, which will start training African staff of the Co-operative Departments of Tanganyika, Kenya and Uganda early in 1952. One assistant co-operative inspector went overseas on a course of study at the Co-operative College at Loughborough, England.



MBULU DEVELOPMENT SCHEME :
EXPERIMENTAL TERRACE CULTIVATION



BRINGING IN GRAIN TO TRIBAL STORAGE SILOS



**NGONI-MATENGO CO-OPERATIVE MARKETING UNION:
NEW TOBACCO FACTORY**



**PARE COMMUNITY DEVELOPMENT: THE DISTRICT COMMISSIONER
DISCUSSES MASS LITERACY WITH ELDERS AND WORKERS**



BENEDICTINE MISSION, PERAMIHO : AERIAL VIEW OF MODEL FARM



PART OF A LABOUR TRANSIT CENTRE (IRINGA)



**ANTI-MALARIA MEASURES :
SPRAYING FROM THE AIR**



**ANTI-MALARIA MEASURES :
A GROUND PARTY READY FOR OPERATIONS**

(n) Transport and Communications**Facilities and Services**

419. *Posts.* The usual postal facilities are available, including acceptance and delivery of postal packets and parcels, registration, insurance and cash on delivery, and the issue and payment of money orders and postal orders.

There are thirteen denominations of postage stamps ranging from 1 cent to Shs. 20/-. The internal postage rate for letters is 20 cents and 30 cents respectively for surface and air transmission.

There are thirty-eight post offices at which all types of business are transacted. Postal facilities are available at 149 centres, one new centre having been opened during 1951. Four travelling post offices transact business at all small stations on the main railway routes.

420. The delivery of correspondence is effected through the medium of the poste restante, private boxes or private bags. During the year under review 1,174 new private boxes were installed, bringing the total number in use up to 5,280. A private bag service is provided for a number of persons in outlying districts. The transmission of correspondence to a number of places has been further accelerated by the making of new mail-carrying contracts and the provision of more departmental motor vehicles. Full use is made of both internal and external air services for the carriage of mails.

421. *Telephones.* The Posts and Telecommunications Administration controls the telephone system which comprises a network of forty-seven exchanges (five of which are automatic exchanges) connected with the main trunk routes. A further nine exchanges afford telephonic communication within restricted areas. Forty-seven call offices are in operation and the number of subscribers' telephones connected to the system is now 5,680.

422. The radio telephone service is now available to Aden, Australia, Barbados, Belgium, Bermuda, Canada, Cuba, Channel Islands, Czechoslovakia, Denmark, Eire, Finland, France, Germany (U.S., French and British Zones), Gibraltar, Great Britain, Hungary, India, Israel, Italy, Luxembourg, Mexico, Mozambique, Netherlands, Norway, Nyasaland, Northern and Southern Rhodesia, Pakistan, Saar Territory, South Africa, South West Africa, Spain, Sweden, Switzerland, United States of America and Zanzibar.

423. During the year three additional trunk exchanges have been connected; the wire mileage of telegraph and telephone trunk routes was extended by 150 miles. Twenty new speech and six new telegraph channels were connected. The number of subscribers' telephones connected increased by 610 and subscribers' extensions by 670.

424. *Telegraph and Cable.* The telegraph service extends throughout the Territory and telegraph and telephone routes, most of which are overhead, cover 9,675 wire miles. The more remote places are served by post office radio stations. Telegrams are accepted and delivered at 182 stations. Teleprinters are in operation on five channels.

425. Overseas cables are handled by Cable and Wireless Limited, a company which is not subsidized by Government. There is a cable connexion between Dar es Salaam and Zanzibar.

426. *Radio Services.* There are twenty-two post office radio stations, one new station having been opened during the year. Eleven stations are equipped as radio stations and give assistance to aircraft.

427. During 1951 two-way ship to shore radio-telegraph communication (short-wave) was continued from the Dar es Salaam post office radio station (ZBZ). Commercial and other traffic is passed over regular schedules with vessels at sea and workable ranges have proved highly satisfactory. In addition to this short-wave service, the earlier established continuous watch (from 0400 hours G.M.T. to 1500 hours G.M.T.) is maintained on the 500 k/cs. international guard frequency, and commercial traffic is passed in both directions on the 480 k/cs. frequency during the same period.

428. High-speed radio-telegraph equipment is in use between Dar es Salaam and Nairobi, Dar es Salaam and Tabora, and Tabora and Nairobi.

429. Wireless receiving licences are granted free and 1,495 were issued during the year. An experimental short-wave broadcasting service was established at Dar es Salaam during the year. The results have been very successful and it is planned to extend and improve the service.

430. Roads, Bridle Paths and Tracks. The roads of the Territory are classified as follows:

(1) Roads in townships	417 miles
(2) Roads in other settlements	87 "
(3) Main roads	3,039 "
(4) District roads—Grade A	3,074 "
(5) District roads—Grade B	10,923 "
(6) Village roads (approx.)	8,000 "

431. Main and Grade "A" roads are maintained by the Public Works Department, and Grade "B" district roads are maintained by the Provincial Administration. Most native authorities set aside funds for the upkeep of village roads, especially those used for produce carrying, but in many instances village roads are little more than tracks. There are many miles of pathways and tracks throughout the Territory, some used regularly and others used only from time to time. No public expenditure is incurred in their maintenance.

432. Road transport services on certain main routes are operated by East African Railways and Harbours. All other road transport is owned and operated by private enterprise, either companies or individuals.

433. As has already been mentioned in an earlier section of this report dealing with development programmes, considerable progress was made on the new macadamized road from Namanga on the Kenya border to Himo in the Moshi District. It is anticipated that this 120 mile road, which runs through the growing townships of Arusha and Moshi, will be completed during 1952, but meanwhile large stretches of it are in use. Another important road link of 120 miles between Dar es Salaam and Morogoro is under construction and is expected to be completed in two years. The construction of a further main link will shortly be undertaken—between Tanga and Korogwe.

434. A survey of a direct road between Morogoro and Iringa has been completed and preliminary work on this section has begun. This road will be of high quality stabilized gravel, and will be some 200 miles in length. Work continues on a 60 mile road between Lindi and Nanganga in the Southern Province. Seven miles of the new coastal road from Dar es Salaam to Bagamoyo are in use and further stretches are expected to be opened to traffic in the very near future. A survey of all bridges on the Great North Road has been undertaken with a view to improving further the standard of this important highway.

435. While the above are the more important projects in hand, a considerable amount of work has been undertaken throughout the Territory during 1951 to

develop the road system and improve communications generally. These projects include new roads within and adjacent to the municipality of Dar es Salaam, surveys on road diversions and bridges in the Western and Lake Provinces, and several new road alignments and re-alignments in the Southern Province.

436. Railroads. The railroads of the Territory consist of three separate metre-gauge lines of the East African Railways and Harbours system, viz.:

Tanga Line—From Tanga to Arusha 275 miles giving a connexion with the Kenya and Uganda section at Moshi, 218 miles from Tanga and 208 miles from Mombasa.

Central Line—From Dar es Salaam to Kigoma on Lake Tanganyika, 780 miles, with branch lines from Msagali, 243 miles from Dar es Salaam, to Kongwa 26 miles; Tabora, 529 miles from Dar es Salaam, to Mwanza on Lake Victoria, 236 miles; and Kaliuwa, 605 miles from Dar es Salaam, to Mpanda 131 miles.

Southern Province Line—From Mkwana to Lumesule Juu, 126 miles, is under construction and has opened to Nachingwea, 80 miles. This line will eventually connect with the port of Mrwara.

437. The year under review has seen increases in rolling stock which now consists of 91 locomotives, 146 coaching vehicles and 1,676 goods wagons. There are also 191 road vehicles and two lake steamers.

438. Air Transport. Internal schedule air transport is conducted by the East African Airways Corporation, which has a fleet of Rapide, Lodestar and Dakota aircraft. The Corporation operates a network of scheduled services connecting the main administrative and commercial centres of Tanganyika, Kenya, Uganda and Zanzibar. The Central African Airways Corporation operates services by Viking aircraft between Nairobi and Southern Rhodesia (with connexions to South Africa) which call once weekly at Dar es Salaam northbound, and once weekly southbound. Flying between the same terminal points, but by another route, one call weekly in each direction is made at Tabora. Small charter aircraft are based at Dar es Salaam, Mbeya and Bukoba.

439. Civil Air Fields. There are twenty-one scheduled aerodromes in the Territory of which three—Dar es Salaam, Tabora and Lindi—are capable of taking large aircraft in all weathers. The other eighteen, capable of taking light-medium aircraft are at Arusha, Moshi, Tanga, Nachingwea, Songea, Mbeya, Iringa, Sao Hill (Southern Highlands Club), Dodoma, Kongwa, Malya (Maswa District), Mwanza, Musoma, Urambo (Tabora District), Mpanda, Mombo (Lushoto District), Shinyanga and Masasi. There are a number of minor airfields suitable for smaller aircraft but many of these become unserviceable in wet weather. The Government plans to bring the majority of the airfields used by scheduled air services up to international "F" standard and a number of improvements have been carried out during the year. A new airport designed to international standard "C" is being built for Dar es Salaam, some seven miles from the centre of the town. Construction work commenced early in 1951.

440. By the end of the year the aerodrome and buildings at Mombo, Lushoto District, had been completed, terminal buildings were under construction at Tanga, Mbeya, Kigoma, Moshi and Lindi, and main runways were being built at Mrwara and Kigoma. The aerodrome on Mafia Island was being extended and improved, the construction of a landing strip at Oldeani in the Masai District was in hand and plans and specifications had been prepared for new aerodromes at Mwanza and Kilwa.

441. Meteorological Services. The East African Meteorological Department, a department of the East Africa High Commission with headquarters at

Nairobi in Kenya, is responsible for the provision of meteorological services in Tanganyika. A territorial office is maintained at Dar es Salaam and is responsible for the administration of the network of meteorological stations throughout the Territory.

442. The meteorological services required in Tanganyika fall under the two broad headings of climatology and forecasting, and in the case of the former information regarding rainfall is of particular importance. Rainfall readings are collected from as many places as possible, use being made of the services of volunteer recorders, both official and non-official, with equipment in most cases supplied by the department. During 1951 the number of rainfall recording stations increased from 403 to 465.

443. At other stations, manned by permanent staff of the department or by part-time observers, records are also kept of other meteorological elements—temperature, humidity, sunshine, clouds, etc. During 1951 there were two first-order stations, thirty-one second-order stations and fifty temperature stations. The first- and second-order stations report their weather by telegram at least twice daily for forecasting purposes. Details of all recordings, including rainfall, are published regularly by the department. In addition to these routine publications of statistical information the department also publishes the results of investigations carried out to meet specific requests and other work of special interest. One of the latest publications relates to experiments on artificial stimulation of rainfall carried out in the Kongwa area.

444. A forecasting office is maintained at the Dar es Salaam airport and information to other airfields in the Territory is supplied either from this office or the Central Forecast office, Nairobi. The forecasting requirements of shipping are met by routine broadcasts from Nairobi, which include information covering a large part of the Indian Ocean. A cyclone warning organization is operated in conjunction with other territories, including Madagascar, Mauritius and Ceylon, for notifying shipping and, when necessary, land areas of the proximity and movement of cyclones.

445. Weather forecasts for agricultural and general purposes are broadcast from Nairobi and are published in the local daily papers. Special forecasts are sent to farmers by telegram on request.

446. **Shipping, Ports and Inland Waterways.** The following steamship companies have maintained regular services to and from the Territory during the year:

(i) *Europe and Union of South Africa Ports*

<i>Line</i>	<i>Nationality</i>
(a) Union Castle Mail Steamship Company Limited	British
(b) Clan, Ellerman & Harrison Lines (Joint Service)	British
(c) Holland Africa Line	Dutch
(d) Lloyd Triestino	Italian
(e) Compagnie Maritime Belge	Belgian
(f) Scandinavian East African Line	Swedish

(ii) *India and Union of South Africa Ports*

(a) British India Steam Navigation Company Limited	British
(b) Indian African Line	British

(iii) *Europe and Beira (Portuguese East Africa)*

(a) British India Steam Navigation Company Limited	British
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(iv) *Dutch East Indies via South Africa*

(a) K.P.M. Line	Dutch
(b) Royal Inter-ocean Lines	Dutch

(v) *United States of America*

	<i>Line</i>	<i>Nationality</i>
(a)	Ellerman & Bucknall S.S. Company Limited	British
(b)	Robin Line	American
(c)	American South African Line	American
(d)	Lykes Lines	American
(e)	Farrell Line	American

(vi) *France and Madagascar*

(a)	Messageries Maritimes	French
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Coastal services between Tanganyika, Kenya and Zanzibar are operated by the following:

(a)	British India Steam Navigation Company Limited	British
(b)	East African Railways and Harbours	British
(c)	Zanzibar Government Steamers	British
(d)	Privately-owned schooners	British
(e)	The Shell Company of East Africa Limited	British
(f)	Holland East Africa Line	Dutch

447. Tanganyika has no artificial inland waterways. Passengers and freight services are operated on Lake Tanganyika and Lake Victoria by the East African Railways and Harbours, and on Lake Nyasa by Nyasaland Railways, Limited.

448. At present all movement of cargo from and to ocean-going vessels is done by lighterage but a contract has been entered into for the construction of three deep-water berths at Dar es Salaam. The lighter quay at this port has been extended by 470 feet and when additional storage accommodation has been provided, it will be possible to handle cargo from lighters with greater despatch. Progress on the deep-water berths at Mtwara in the Southern Province has continued and it is hoped that these will be ready for use in 1952.

449. There is no discrimination on grounds of race or nationality in regard to the ownership and operation of transport services. All the facilities offered by the various services enumerated above are available to all nationalities and races, indigenous and non-indigenous alike. The extent to which any individual can avail himself of these facilities, including the choice between alternative methods of transport or between the classes of accommodation offered on any particular form of transport, depends on his ability to pay for the service he requires.

External Connexions

450. The extent to which the Territory's transport and communications services afford connexion with places outside the Territory has been largely explained by the information given in the preceding paragraphs of this report.

The various shipping lines named provide services between Tanganyika and countries overseas and with the neighbouring Territories of Kenya and Zanzibar. The steamer services on Lake Victoria connect the railway services of Tanganyika with those of the Kenya and Uganda section. The steamer services on Lake Tanganyika connect Kigoma, the terminus of the Central Railway line, with the transport system of the Belgian Congo and the Trust Territory of Ruanda-Urundi and with Northern Rhodesia.

451. Direct air transport connexion with countries outside East Africa has been maintained during the year by regular trunk services and also by charter aircraft.

(a) *Through Dar es Salaam*

One service weekly by Central African Airways Corporation.

One service weekly by East African Airways Corporation.

(b) *Through Tabora*

One service weekly by Central African Airways Corporation.

The East African Airways Corporation operates frequent services between Dar es Salaam and Nairobi by different routes to connect with the international air services.

452. Communication by road between Tanganyika and neighbouring territories is provided as follows:

Kenya Colony	.....	Via Tanga and Moa to Mombasa. Arusha and Namanga to Nairobi. Moshi and Taveta to Voi.
Uganda Protectorate	.....	Via Bukoba and Kyaka to Masaka.
Northern Rhodesia	.....	Via Dodoma-Iringa-Mbeya to Tunduma, Abercorn and Mpika.
Nyasaland	.....	Via Dodoma-Iringa-Mbeya to Tunduma and Blantyre.

453. No special legislation applies to the use of these transport facilities between points within and without the Territory apart from the normal Customs and Immigration Regulations and the Highway and Traffic Ordinances which have general application.

454. Apart from the application of recognized international aviation law, and the observance of international conventions and agreements, the only important laws relating to the operations of aircraft in the Territory are expressed in the Air Services (Licensing) Regulations, 1946. These require an intending operator of a charter or scheduled aircraft operating for hire or reward to obtain a licence for each specific purpose from the East Africa Air Transport Authority. No licence is required in respect of recognized air services flying across the Territory without landing, or landing only for non-traffic purposes.

(c) *Public Works*

455. **Building Programme.** The building capacities of both the Public Works Department and private contractors have been strained to their limits during the year under review and have not been able to keep pace with all the demands made upon them by the Territory's rapidly expanding development. A detailed list of all the public works undertaken would be too lengthy for inclusion in a report of this nature but the following are the main items in the programme. They do not include works undertaken by departments other than the Public Works Department, to some of which reference is made in the relevant sections of this report, nor the current maintenance of public buildings throughout the Territory which makes an increasingly heavy call on the Public Works Department's resources of labour, money and materials.

456. The provision of housing accommodation for the expanding civil service remains a problem. During the year 148 units of senior service accommodation and 171 units of superior type junior service accommodation were built but this fell short of the approved programme. At many stations work was held up by a shortage of artisan and other labour and of essential materials. The building of houses for African Government servants was undertaken at a number of stations. As part of the programme of African urban housing 100 houses were under construction by contractors at Temeke, Dar es Salaam, and further contracts were being prepared at the end of the year. Work has started on fifty quarters at Mtwara.

457. Small extension works were undertaken at the Agricultural Training School, Morogoro. Electrification, water supply and other ancillary works were

completed at the Beeswax Research Station, Tabora, and work on the main offices and laboratory is proceeding and is expected to be completed early in 1952. The planning and other preliminaries for the new Agricultural and Natural Resources School at Tengeru were completed and building operations were started towards the end of the year. At Dodoma a block of new offices was built for the Geological Survey Department at an approximate cost of £20,000.

458. Work on medical buildings included the completion of the administrative block, five wards and staff quarters at the new tuberculosis hospital at Kibongoto (Moshi District); a new group hospital at Korogwe, well on the way to completion at an estimated cost of some £52,000; the commencement of work on a new maternity wing at the Dar es Salaam hospital and on a new hospital at Nzega; and the near completion of further extensions to the Iringa hospital. The construction of new medical stores at Dar es Salaam, at an estimated cost of £45,000, was well advanced by the end of the year.

459. At the end of the year work was well ahead on the new teachers' training centre at Butimba (Mwanza District). At Tabora a new biological laboratory at the boys' senior secondary school and a domestic science block at the girls' secondary school were completed and other works are planned. A new town school was built at Mwanza, and work was in progress on a school at Kilwa Masoko. Additional staff quarters were erected at the Machame (Moshi) girls' school and various new buildings, including four additional dormitories, sick bay, general science room, model house and a number of ancillary buildings, were completed at the Loleza (Mbeya) girls' school.

460. The construction of a substantial social welfare centre at Dar es Salaam, to cost some £45,000, was under way at the end of the year and preliminary work had been undertaken in connexion with the building of centres at Tanga and Tabora.

461. A considerable programme of new workshops and depots for the Public Works Department is in hand. Works have been completed at Mbeya, Iringa, Dar es Salaam, Lindi, Dodoma, Tabora, Arusha and Moshi, are well advanced at Morogoro and Mwanza, and have been started at Tanga and Mtwara. The average cost of a depot on a major station is now £15,000. Government stores accommodation was completed at Dar es Salaam, at a cost of £70,000; work was in progress at Tanga at an estimated cost of £26,000; and will shortly start at Mtwara. Three more grain storage depots were completed during the year—at Mikindani, Mzama (Lindi District) and Mbeya—and various ancillary works were carried out at a number of depots.

462. The greatly increased activities of the Government Printing and Stationery Department have necessitated the provision of completely new and modern accommodation at an estimated cost of £35,000. Work has been in progress during 1951 and is expected to be completed early in 1952.

463. Work on Government offices has been undertaken at a number of stations. Extensions to existing buildings were provided at Iringa, Mbeya, Morogoro and Moshi. The construction of new office accommodation is in progress at Ngara and plans have been completed for similar works at Kibondo and Kilosa.

464. In connexion with the erection of new military barracks, to which reference has already been made, work is in progress on twenty-nine officers' quarters and ancillary buildings. Work on the first phase of the accommodation for African troops will start early in 1952.

465. **Sewerage Schemes.** Mention was made in last year's report of the placing of a contract for the first stage of the sewerage scheme for Dar es Salaam.

During the latter part of 1951 good progress was made in the work of laying the main sewers.

466. Urban Water Supplies. At the end of the year construction work on new water supplies was in hand at seven townships and investigations and planning for new works had been undertaken at seven others. Extensions and improvements to existing distribution systems were being made at nine townships. At the new port of Mtwara construction of the pump house was completed, air-lift pumps installed and a supply of water made available by the use of a temporary high lift pump. The engines for the permanent high lift pumps were installed and the pumps themselves were on their way to the Territory at the end of the year. A preliminary report on a new water supply for Tanga has been received from the consulting engineers and work is to start on the sinking of six boreholes.

467. At Dar es Salaam the temporary pumping plant and sedimentation tanks at the Mtoni works have had to continue in use owing to delays in the delivery of the permanent pumps and other machinery. By the end of the year the final connexions had been made to the two-million gallon clear water reservoir and this had been filled preparatory to being brought into service. The construction of the filter house had been completed and work on the new raw water and distribution pumping stations was nearing completion.

468. Water Development. As was stated in last year's report, problems connected with the development of rural water supplies were prior to 1945 the concern of the Water Executive Section of the Public Works Department. In that year was established a separate Water Development Department, which since then has continued to function on funds provided under the Colonial Development and Welfare Act.

469. During 1951 additional branch offices of the department were opened and further experienced staff were engaged. The more important works undertaken included the following. Eight new dams of a total storage capacity of 573 acre-feet or 156 million gallons were constructed. Some forty-five miles of piping were laid for gravity supplies, allowing a total flow of 519,000 gallons a day. The total draw-off from dams for outstation supplies was 22,000 gallons a day and the total yield from pumped bore-hole supplies drilled in 1951 was 40,000 gallons a day. A useful pipeline some fourteen miles long was installed at Leguruki in the Northern Province, water being pumped from a small lake on the northern slopes of Mount Meru into a storage tank. From this point, the water by gravitation supplies six domestic and six cattle watering tanks along its length. A ten-mile pipe line was constructed at Ol Joro in the Arusha District to provide an adequate water supply in that area.

470. Village water kiosks have been installed in several areas. Of particular interest in this connexion is the provision of a 15,000 gallon a day water supply at Newala. The water is pumped from a spring in three lifts and will put an end to the irksome transportation of water from a level some 1,400 feet below the villages on the plateau. The water now made available will be obtainable at several kiosks in Newala.

471. To encourage the livestock industry and as part of the development plan for the Masai District, several additional piped water supplies have been made available to the Masai. In addition dams have been built and several new boreholes drilled in the district.

472. Steps have been taken to ensure that water continues to flow through or into all existing installations, and with the great increase in the number of water conservation and irrigation projects of recent years a substantial repair and maintenance organization has had to be set up by the department.

G. SOCIAL ADVANCEMENT

(a) General Social Conditions

473. **Indigenous Social and Religious Structure.** This subject has already been largely covered in the paragraphs of the introductory section of this report dealing with the religious and social structure of the population. There are many variations in customs and practices to be found among the different tribes in the Territory but they also have much in common. The social structure of most of the indigenous groups is based on the family or clan unit, the members of which have obligations for mutual assistance and protection and recognize the authority of the head of the unit. In some areas the clan system is still a prominent feature of the social organization and wider groupings are a recent and somewhat artificial development. The heads of clans regard themselves as of equal status and are reluctant to participate in any form of tribal organization which disturbs equality. In most parts of the Territory, however, there has been a process of cohesion between family or clan units leading to the present closely-knit tribal groups. This process has seen the gradual weakening of the independent status of the family or clan heads and the emergence of a ruling family or clan with its head exercising authority over the whole tribal group. In the more primitive social organisation there were no differentiations in social status and little, if any, differences in individual wealth. In some areas the growth of a central tribal authority has led to a degree of social distinction between the ruling family or clan and the rest of the community, but generally speaking indigenous society is still remarkable for its absence of caste or class distinctions. To the extent that tribal heads have been declared to be native authorities with statutory powers and responsibilities it may be said that a differentiation in social status has been officially recognized, but at the same time the powers of native authorities are regulated and controlled and they have had to relinquish some of their former privileges. They no longer have the right to levy tribute or to call upon their people for free personal service. They receive their emoluments from the native treasury of their area and must pay for the goods and services they require. In regard to this aspect of the indigenous social structure present day trends are reflected in the change in tribal organization now taking place as the result of the development of a more modern and democratic form of local government, and the gradual transference of power and authority from the traditional rulers to representative bodies.

474. The indigenous religious structure is being increasingly affected by the spread of the Christian and Islamic faith, but the basis of the religious beliefs of the majority of the indigenous population remains a primitive animism, accompanied by a degree of ancestor worship and a belief in magic. In many tribes the office of chief combines priestly functions with those of a temporal ruler.

475. **Slavery and Kindred Practices.** As stated in previous reports slavery practices have long disappeared and although the descendants of former slaves are to be found in certain parts of the Territory they have become completely absorbed in the local social structure and present no problem. Practices akin to slavery, such as child marriage or the pledging of children, are fast disappearing and instances of such practices are now very rare. Again this year no cases have come to light. Family negotiations for marriage frequently take place before the girl is of marriageable age but she is not compelled to abide by the arrangements made and frequently declines to do so when she does reach marriageable age.

476. **Population Movement.** The movement of population within and outside the Territory is virtually free from any restrictive or discriminatory conditions or regulations. In normal circumstances control of movement is exer-

cised only in specified areas in connexion with health measures and particularly with sleeping sickness control measures. There are no pass laws but there is an administrative provision for free travelling passes to be issued to indigenous persons who may wish to have them for identification purposes. There is an accepted restriction of movement under native law and custom in that while an indigenous inhabitant is at liberty to leave his own tribal area at any time his ability to settle in another area and to occupy land for agriculture or other purposes is dependent upon his acceptance by the people among whom he wishes to settle and their willingness to make land available for him.

477. There have been no unusual movements of population during the year under review. Movement out of the Territory has continued to be confined to the temporary absence of workers going to places of employment in neighbouring territories or the Union of South Africa. In the other direction there have been the normal movements of workers from other territories coming to Tanganyika for employment. For some years there has been quite an appreciable migration of population from across the Ruvuma river to settle in the Southern Province and this has continued during the past year. Movement within the Territory, which is constantly taking place, falls roughly into the categories described in previous annual reports.

478. There is first the customary and voluntary movement within their own tribal areas of what may be described as semi-nomadic agriculturists and pastoralists. This movement is of constant occurrence, and is induced usually by a desire to search for new land for crops and not infrequently to seek better fortune if death or illness or other misfortune has come to the family. This movement with its shifting cultivation operates against intensive agriculture and makes the introduction of farming methods a great difficulty, but on the other hand it has helped to maintain production which might otherwise have fallen, and it provides a precedent and practical experience for controlled movements of population which are being promoted in some areas. It is a customary movement so widespread and of such longstanding that there are no momentous social consequences immediately apparent. In this connexion, however, it is of interest to note that among these peoples there is a high standard of mutual assistance in times of trouble and it may well be that this is a direct consequence of this particular and constant type of movement, no man knowing when it will be his turn to move and to look for help from his neighbours in establishing himself and his family in new surroundings.

479. The second category covers those movements made for economic reasons. In the case of some of the people inhabiting the mountain masses, particularly in the northern half of the Territory, the restricted area of the land favoured by the tribe is no longer capable of supporting the growing population and some of the people are therefore having to move and settle on the lower lands. In other areas, where the carrying capacity of the land has been reduced by soil exhaustion and erosion resulting from primitive agricultural practices and overgrazing, a considerable movement of population has become necessary. In most cases this movement is being conducted in connexion with planned rehabilitation and development schemes.

480. In several parts of the Territory it has been found necessary at different times to move people from isolated family groups in tsetse infested bush to areas of closer settlement as a measure of protection against sleeping sickness. In most cases the tribal constitutional system has been unaffected by such moves, since the people brought together have been of the same tribe. Protection against disease, however, has not been the only benefit resulting from these moves. The primary object has been to maintain cleared areas of sufficient size to afford the people protection from the tsetse fly, but concentration of population has made

it possible to provide medical and other services which could not have been given to small isolated groups scattered over a wide area.

481. There is a constant movement of workers, often accompanied by their families, between the rural areas and the towns and industrial areas. Some leave their homes as recruited workers on contract for fixed periods; others avail themselves of transport and other facilities offered to voluntary labour proceeding to certain industrial areas but without entering into any contract of service; others travel independently, with complete freedom as to destination, route taken, time spent on the journey, and place, type and length of employment. The drift from the rural areas to the towns, which has been a feature of recent years, continues but has not been excessive during the past year.

482. **Immigration and Emigration.** Complete immigration figures for 1951 are not yet available but during the twelve months ended the 30th September, 1951, the total number of new immigrants entering the Territory was 6,175. Of these 3,378 were Europeans and 2,797 were members of other races, mainly Asian. A considerable proportion of the new entrants came in as temporary residents on contracts of service. As such they were granted temporary employment passes for a period not exceeding four years in the aggregate. No records of emigration from the Territory during the same period are available.

483. The control of the entry into the Territory of persons other than Africans is governed by the provisions of the Immigration (Control) Ordinance and the regulations made thereunder. Africans who are members of tribes indigenous to the East African territories are not subject to control under the Ordinance and may move freely between the four territories. Members of tribes indigenous to the other neighbouring territories of Nyasaland, Northern Rhodesia, Ruanda-Urundi and Portuguese East Africa, may enter the Territory without an immigration pass or permit, although they are otherwise subject to the provisions of the Ordinance. Mention has been made in an earlier paragraph of the migration from the last-named territory into the Southern Province of Tanganyika. Special regulations known as the Immigration (Special Provisions for Arabs) Regulations, 1950, enable Arab traders from Zanzibar, Aden, Saudi Arabia, Yemen, Bahrain, Kuwait, Muscat and Oman and the Trucial Sheikdoms to enter the Territory without being in possession of a passport or visa, the only requirements being that an entry pass, normally granted at the port of entry, must be obtained. Provision is also made for an Arab immigrant to be called upon to make a deposit or to enter into a bond if so required.

484. Under the provisions of the Ordinance any persons, other than prohibited immigrants, may enter the Territory to engage in any business, trade or profession, provided they have the necessary resources and qualifications and that their activities cannot be held to be "to the prejudice of the inhabitants generally of the Territory". Those permitted to enter for temporary employment are granted the status of temporary residents. Visitors' passes are issued to persons wishing to spend a holiday, to travel in the Territory, to investigate the possibility of settlement, or to carry on temporarily any business, trade or profession. A visitor's pass may be issued initially for a maximum period of six months, which period may be extended for two further periods of six months if so desired. A visitor may not take up employment without permission. During the year ended 30th September, 1951, there were 3,906 visitors of whom 1,146 visited the Territory for business purposes. During the same period 1,191 persons passed through the Territory in transit.

485. The Ordinance provides for the hearing of appeals by persons who are refused entry permits. Apart from the exemption of Africans and the special provisions made for Arabs the Ordinance makes no discrimination on grounds

of race or nationality except in the one respect that no person who is a national of a former enemy State which has not become a member of the United Nations may be granted a permit or pass except in accordance with such provisions as may be prescribed. The three sections of the population of the Territory, African, Asian and European, are all represented on the Immigration Control Board appointed under the Ordinance.

486. There are no restrictions or limitations on emigration from the Territory.

487. **Vagrancy.** There is no special law dealing with or defining vagrancy, but idle and disorderly persons, rogues and vagabonds are dealt with either under the provisions of sections 176 and 177 of the Penal Code, 1945, or by rules made under the provisions of the Townships Ordinance—Chapter 101 of the Laws of Tanganyika.

(b) Human Rights and Fundamental Freedoms

488. **General.** All elements of the population of the Territory are protected in their enjoyment of human rights and fundamental freedoms, without discrimination as to race, sex, language or religion. The law recognizes no discrimination on any of these grounds except to the extent that it is still considered necessary to preserve certain provisions in favour of the indigenous inhabitants in order to protect their interests, particularly in such matters as land transfer, trades licensing, financial exploitation and industrial employment.

489. **Freedom of Thought and Conscience.** Full freedom of thought and conscience and the free exercise of religious worship and instruction are enjoyed by all inhabitants. Many religious faiths, creeds, sects and denominations; varying shades of political thought and opinion; widely differing social and cultural habits and customs are to be found in the Territory, all of them followed or practised in full liberty according to the dictates of personal, tribal, national or racial thought or conscience.

490. **Personal Freedoms.** No restrictions on the personal freedoms of the inhabitants of the Territory in the interests of public order have been imposed during the year.

491. **Expression of Public Opinion.** Official agencies for the expression of public opinion include the Legislative Council, provincial councils, the municipal council of Dar es Salaam, township authorities and the many local government councils throughout the Territory. Public opinion also finds expression in the press and through the medium of the representative associations formed by the several sections of the population. The African Association, with its headquarters in Dar es Salaam and branches throughout the Territory, is fairly representative of the more politically conscious and educated Africans, although so far its activities have been confined mainly to the towns and are almost unknown to the great mass of the people. The several sections of the Asian population have their associations which claim to be fully representative of their respective communities. The Tanganyika European Council represents a substantial body of non-official European opinion. In addition to these territorial bodies there are numerous associations representing particular interests or industries or localities. Among the Africans these commonly take the form of tribal associations. Full use of the correspondence columns of the press is made by all sections of the population.

492. **Freedom of Press.** There is no special law or legal instrument governing the freedom of the press. Such freedom is inherent in the constitution of the Territory, as it is in the United Kingdom. There is no censorship and, subject only to the provisions of the law governing sedition and libel, no control is exercised over the subject matter published in the press.

493. Newspapers, in the generally accepted sense of that term, are still few in number and the problem of prompt and economic distribution to places distant from the coast or the railway continues to restrict circulation. Two privately owned papers are published in Dar es Salaam in both daily and weekly editions, the *Tanganyika Standard* and the *Tanganyika Opinion*. The former is printed in English and the latter in English and Gujarati. Circulation figures are not disclosed. The *Standard* circulates among the English speaking section of all races but the circulation of the *Opinion* is believed to be confined to the Asian community.

494. The following papers printed in the Swahili language are issued by the Public Relations Department:

- (i) *Mambo Leo* published monthly, with a circulation which has risen from 38,000 in 1950 to 47,000 in 1951 and which is still rising. At the beginning of this year the paper came under new management and efforts have been made to make it less completely education in character. It now contains a monthly essay competition, two pages of pictures, articles on sport and various other popular features. The hope that the introduction of lighter features would result in the more serious articles of an instructive nature reaching a wider public appears to have been justified by the considerable increase in circulation.
- (ii) *Habari za Leo*, a free issue, published weekly and with a circulation of over 20,000. It is distributed through district offices and is devoted entirely to a summary of the week's news, local and global.
- (iii) *Mwangaza*, published daily in Dar es Salaam and Tanga. This is a new paper started this year and with a present circulation of between 700 and 800. Its contents consists of news items and occasional Government announcements.

495. Independent African-owned papers have so far not been very successful. At the beginning of the year there were two daily news-sheets published in Dar es Salaam, *Zuhra* and *Kwetu*. Both ceased publication in the middle of the year but may resume in 1952. At the end of the year plans had been made by another African, in the Bukoba District, to start a paper early in 1952.

496. Mention was made in last year's report of a new and interesting development, the issue of what are known as "district newspapers". There are now fourteen of these throughout the Territory, with circulations ranging from 500 to over 3,000. They are nearly all edited by Africans, with guidance and assistance from native authorities or district commissioners. They are monthly periodicals, sometimes printed and sometimes in duplicated typescript, and deal largely with local affairs, in one case covering a province and in the other cases limited to a district.

497. Four papers produced by Roman Catholic missions are published monthly. No information regarding the extent of their circulation is available.

498. **Information Services.** In addition to publishing the Government Swahili papers referred to above, the Public Relations Department acts as the liaison between Government and the press, both English and vernacular, local and overseas. The Tanganyika News Service referred to in paragraph 482 of the report for 1950 was replaced during the course of the year under review by a system of press communiques. By this method material reaches the press more expeditiously and selective distribution can be arranged as circumstances require. Depending on the nature of the communiques it is issued either to a particular section of the press or to all papers, English and vernacular, throughout the Territory. Some are circulated throughout East Africa and others are sent to the press in the United Kingdom. Considerable use is made of these communiques in both the local and the overseas press.

499. The Public Relations Department receives copies of all papers in which frequent reference to Tanganyika are likely to appear, as well as comprehensive cuttings from an agency, and these are circulated to departments directly interested or concerned. Steps are taken to send corrections of any material factual error appearing in the press and, where appropriate, replies are given to criticisms of official policy or activities.

500. Among the functions of the Public Relations Department is the effective and economical distribution of the large quantities of informative literature, articles, posters, photographs, window displays and other publicity material supplied by the Information Department of the Colonial Office, the Central Office of Information in London and other organizations. Records of the proceedings of the United Nations and literature and posters supplied by the Information Department of that organization are distributed throughout the Territory to schools, missions, social welfare centres and libraries and also to centres of provincial administration where they are available for reference purposes to any interested persons.

501. The photographic division of the Public Relations Department has been in operation throughout the year with up to date darkroom, laboratory and processing facilities. More than 2,000 photographs of life and development in the Territory have now been taken. These have been used to make up the regular two pages of pictures in *Mambo Leo*; by Government departments for the illustration of annual and other reports; and by commercial firms for various purposes. Photographs are also sent to the United Kingdom for use in the press there.

502. All cinema exhibitions under Government auspices may be classed as either entertainment or instructional. Prices are charged for admission to the former but the latter are free. Throughout the year, two mobile cinema vans toured the Territory and showed mainly instructional films with Swahili commentaries. These shows attracted large and appreciative audiences. Research into the best methods of presenting films to Africans continues and film shows were co-ordinated closely with various local social development campaigns. A third mobile cinema van arrived in the Territory in December, and during 1951 an additional thirty-four films were added to the film library maintained by the Government. Every endeavour is being made to increase the number of instructional films with a local background.

503. Widespread experiments in the use of lantern slides as visual aids were undertaken in the Northern Province. Series of transparencies on soil erosion, the communal clearing of tsetse bush, etc., have been produced cheaply and effectively and experiments on audience reaction to these slides have been studied. In July, members of a film production unit established under contract started to produce local entertainment films for Africans. No difficulty has been experienced in securing the services of competent actors and actresses, but in the absence of studios, "shooting" has had to be done in the open. By the year's end, a five reel adventure-comedy had been completed and various other shorter productions, as forecast in last year's report. In addition, 2,500 feet of informational and instructional 16 mm. films were produced by the Social Development Department.

504. Financed by capital grants from Colonial Development and Welfare funds, preliminary experimental broadcasting from Dar es Salaam has been in operation as from July, 1951, and has proved successful. It is now desired to proceed to the second stage of development which is aimed at obtaining Territory-wide cover. It is proposed to build up one central programme of news, entertainment, cultural and educational items which would be carried to all provinces of the Territory by a twenty kilowatt short-wave transmitter. The programme proposed would be mainly in Kiswahili for Africans, but would include special schools

broadcasts, the teaching of English by radio and some provision for non-native listeners.

505. Transmission of Information Abroad. No restrictions of any kind are imposed on the rights of nationals, corporations and associations of Members of the United Nations to engage in writing, reporting, gathering and transmitting information for dissemination abroad and to publish materials on the same terms as nationals, corporations and associations of the United Kingdom. Such assistance as is possible is readily given to visiting journalists.

506. Voluntary Organizations. The outstanding voluntary organizations engaged in cultural, educational and social activities are the various Christian missionary bodies established in the Territory. Most of these missions now maintain schools and many of them also maintain hospitals, dispensaries and small leprosaria and engage in much other work of a social and cultural nature.

507. The Tanganyika branch of the British Red Cross Society was formed into divisions during 1951. During the year gifts, chiefly in kind, were despatched to all leprosaria. A "clean babies" home is being built at the Makete leper settlement and finance has been made available for a similar house at Chazi, near Morogoro. Occupational therapy work has been carried out among orthopaedic, leprous and tubercular cases. Other activities have included the provision of hospital libraries, a blood transfusion service, a shopping service for in-patients, and after-care of patients following their discharge from hospital. The Society has also continued its work of training in ambulance and nursing duties, and the planning of emergency services.

508. The Dar es Salaam branch of "Toc H" continued its weekly visits to lepers throughout the year, distributing small gifts and providing simple entertainments for these unfortunate people. Also active in such work in various parts of the Territory are British Empire Leprosy Relief Association representatives. The St. John Ambulance Brigade continued its valuable work. The Royal Society for the Prevention of Cruelty to Animals increased its branches to ten, two of which are now run entirely by Africans. This Society provides free clinical services in all the larger townships and has established boarding kennels, recognized as quarantine kennels, in Dar es Salaam.

509. Both the Boy Scouts and the Girl Guides movements have had a successful year. The latest count of scouts shows an increase of 518 over the 1950 figures and a whole-time organizing commissioner has been appointed to co-ordinate the training of the 4,573 scouts and "cubs" of all races. The girl guides now have a full-time Guide Trainer. Thirteen new companies were registered during the year and there are now 1,735 guides of all races.

510. The Dar es Salaam Cultural Society has had a full programme during the year and has been addressed by a number of eminent and interesting speakers, including Dr. Enrique de Marchena, Chairman of the United Nations Visiting Mission. This inter-racial society, which has been in existence since 1938, now intends to issue quarterly publications covering its activities. The Tanganyika Society, which now has a membership of more than 750 and which publishes twice yearly a journal sent to subscribers all over the world, has continued its promotion of the study of the ethnology, history, geography and natural history of the Territory. The Women's Service League, which has its headquarters in Dar es Salaam and branches throughout the Territory, is building new premises in Dar es Salaam. The British Legion, an association of ex-service men and women, has added to its activities by the building of an African hostel in Dar es Salaam. Other organizations of a cultural nature mentioned in previous reports, including the Rotary Club and the Social Service League, have continued their

activities. Social organizations, known as "Twenty-five" clubs, with an inter-racial membership of both sexes, have been active in Dar es Salaam and some of the larger townships in promoting social intercourse and the discussion of subjects of topical interest.

511. Missionaries. As already mentioned the various missionary societies working in the Territory are outstanding among the voluntary agencies engaged in cultural, educational and social activities. Recognized missionary bodies are granted full freedom to carry on their work, subject only to the right and duty of the Administering Authority to exercise such control as may be necessary for the maintenance of peace, order and good government and for the educational advancement of the inhabitants of the Territory. Details regarding the number, nationality and distribution of missionaries working in the Territory are given in Appendix XXII.

512. The following figures show the financial provision made for the assistance of missions in their educational and medical work during the past three years and in the estimates for 1952.

	1949	1950	1951	1952
Education	£283,725	£311,596	£325,923	£400,194
Medical	£37,258	£42,370	£54,776	£58,800

513. Safeguarding of Indigenous Religions. The natural religion of the indigenous people, which is animist, enjoys the same protection and safeguards as any other form of religion practised in the Territory, in the assurance of freedom of conscience and the free exercise of religious worship. It is not controlled or supervised except in the event of any of its practices being inconsistent with the requirements of public order and morality. No new indigenous religious movements have arisen during the year.

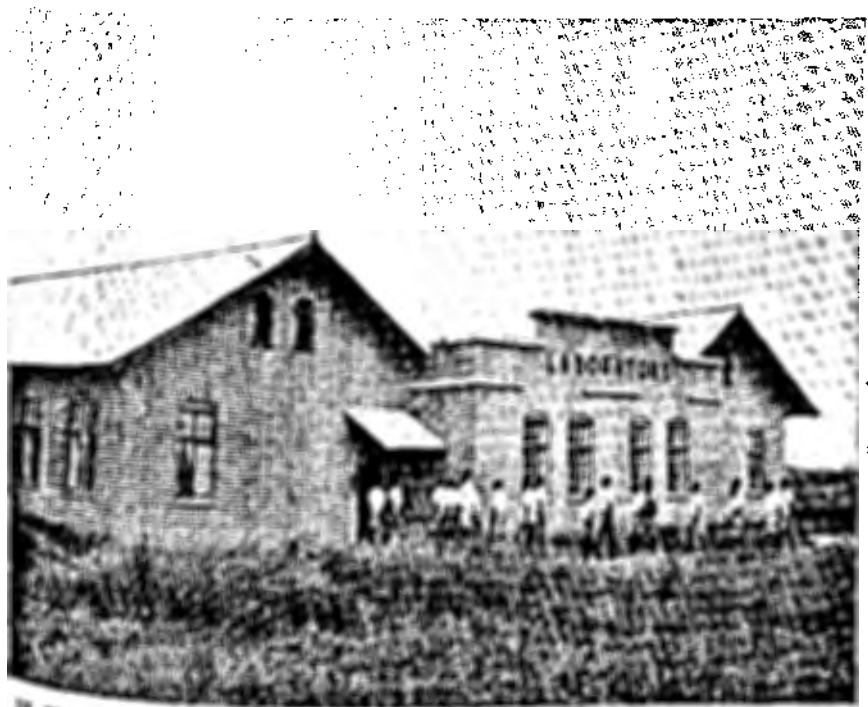
514. Powers of Arrest. The laws and regulations governing the power of arrest conform generally with the provisions of English law. The powers of police officers to effect arrest without warrant are set out in sections 27 and 28 of the Criminal Procedure Code. Any private person may arrest a person who in his view commits a cognizable offence, or whom he suspects of having committed a felony, and the owner of property or his servants may arrest any person found committing an offence involving injury to the property. Persons arrested in such circumstances must be handed over to a police officer or magistrate without delay. Officers in charge of police stations must report to the nearest magistrate, within twenty-four hours or as soon as practicable, the cases of all persons arrested without warrant within the limits of their respective stations. In all cases persons arrested upon a charge of an offence must without unnecessary delay be brought before a court to be dealt with according to law. The law of "habeas corpus" operates in Tanganyika and any person detained in custody may apply to the High Court for a writ.

515. Safety of Persons and Property. All elements of the population are subject to the same laws with regard to the safety of their persons and their property.

516. Right of Petition. The right of petition is well understood by all sections of the population and is freely exercised. No special guarantees are provided for the exercise of this right nor are they necessary. As far as the indigenous inhabitants are concerned they have for years been accustomed to present their appeals and petitions to administrative officers in the field, and petitions to the Chief Secretary, the Governor and the Secretary of State are not infrequently presented by indigenous and non-indigenous persons alike. The rules of procedure for the submission of petitions to the Trusteeship Council have been made known to the public throughout the Territory.



AN INFORMAL GROUP :
MEMBERS OF THE 1951 VISITING MISSION OF THE UNITED NATIONS
WITH THREE AFRICAN MEMBERS OF LEGISLATIVE COUNCIL



ST. FRANCIS' COLLEGE (SECONDARY SCHOOL) (IRISH HOLY GHOST FATHERS) :
NEW SCIENCE LABORATORY



ILEMBULA SCHOOL : (LUTHERAN MISSION)



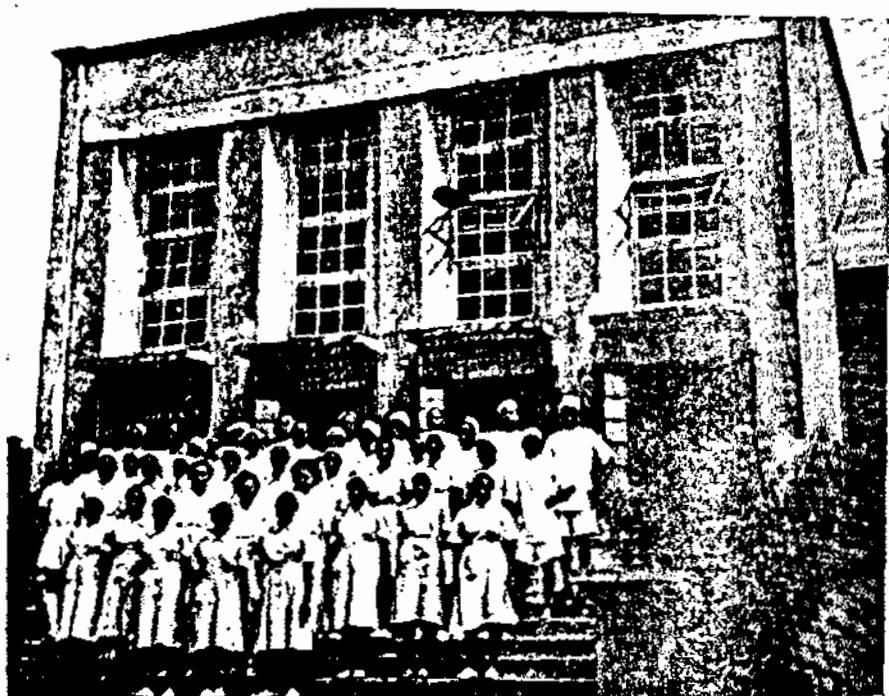
ILEMBALA SCHOOL : CO-EDUCATION (LUTHERAN MISSION)



GOVERNMENT GIRLS SCHOOL, MACHAME:
DOMESTIC SCIENCE CLASS



CHILD WELFARE:
POST-NATAL CLINIC (UNIVERSITIES MISSION TO CENTRAL AFRICA)



GOVERNMENT TRAINING CENTRE FOR NURSES, MWEKA



GOVERNMENT TRAINING CENTRE FOR NURSES, MWEKA

(c) Status of Women

517. **General.** The laws of the Territory recognize no discrimination on grounds of sex against women of any race. This statement, repeated in successive annual reports, briefly summarizes the general position in regard to the status of women in Tanganyika and since the position is not one that changes greatly from year to year there is again little to add to the information given in previous years.

518. As regards social status the position of the women of the non-indigenous races is exactly the same as that of women in their respective countries of origin, dependent in some cases on the customs and practices of the religious sect or community to which they belong. In the case of the indigenous people the status of women varies considerably from tribe to tribe. During recent years there have been increasing evidences of a change, particularly in the rural areas and among some of the more progressive tribes, but in general the social status of women is still regarded as inferior to that of men. As has frequently been pointed out, however, while there is a considerable difference between the status of African women generally and that of women in the more advanced countries it would be a mistake to think that women even among the most primitive tribes have no social standing or influence. Their rights and privileges, their duties and responsibilities, are well established by traditional law and custom and are fully recognized and respected. In many tribes women have their traditional organizations for dealing with matters concerning their own sex. In the Uluguru area, for example, the responsibility for choosing a successor to the headship of the clan frequently rests with the women and thus gives them a considerable measure of control over the indigenous political system. Women often have rights over certain fields and crops. In their freedom to appear before the courts and to present their claims in respect of their recognized rights and privileges they stand on an equality with their menfolk. Before marriage a woman is under the authority of her father or guardian and after marriage passes under the authority of her husband. She is expected to be dutiful and obedient, to devote herself to her work in the home and garden, and as a general rule not to take part in clan or tribal affairs. Nevertheless in many tribes the women do exert a considerable influence. The older women, responsible for initiating young women in their duties and responsibilities and instructing them in tribal manners and customs, play an important part in maintaining tribal traditions. They are often the most conservative element in the community, opposed to such developments as female education and maternity clinics, and the least ready to admit the desirability of any change in the established order of things.

519. The position regarding the marital status of African women in general remains as described in previous reports. It is similar to that existing in most countries where the custom of the payment of bride-price is observed. This custom is general throughout most parts of the Territory and even in the case of marriages contracted in accordance with Christian or Mohammedan rites. Bride price may take the form of a payment in livestock, cash, clothing or agricultural produce, or in some tribes be paid partly in labour. The payment is made by the bridegroom or his family to the family of the bride and regularizes the marriage contract. There is no question of the purchase of the bride. The payment of bride-price is regarded as a matter of importance by both families, as evidence of the regularity of the marriage and as raising it above the status of an illicit union and making it a contract not lightly to be disregarded by either side. Without such a contract neither party to a union can claim the full rights and privileges of a married person in native law.

520. As stated in last year's report, polygamy is still practised, but to an ever decreasing extent. Polygamous marriages are recognized by Islamic law and have been a traditional feature of tribal life. The decrease in this practice is due

partly to the spread of Christianity and partly to economic pressure. The custom by which a widow is inherited by the heir of her deceased husband is still followed in many areas, as an economic arrangement to provide for the protection and maintenance of the widow rather than as the observance of a social custom. As a general rule no pressure is brought to bear on the widow. She may, if she so wishes, return to her own family or remarry outside her late husband's family. In such cases the question of the repayment of the original bride-price becomes a matter for decision in the light of circumstances and having regard to such considerations as the duration of the former marriage, the number of children and the age of the widow.

521. In the rural areas the division of work as between men and women follows more or less clearly defined rules based on tradition. The circumstances which gave rise to these rules and which until recent times governed the relative duties and responsibilities of men and women in tribal life have changed but the broad lines of the division of labour continue very much the same, and in this respect conditions in Bantu tribal areas are not so different from those to be found in other parts of the world as is often imagined. The woman is mainly responsible for the care and discipline of children and for the domestic duties generally of a housewife. These include a large share of the work in the fields and although in many parts the woman's share is greater than the man's such is not always the case. The heavy work of tree felling and clearing to provide new land for agriculture, and often the first breaking of the new land, is undertaken by men. The work of planting, weeding and harvesting normally falls to the lot of the women. In many areas, especially where they have personal rights in certain crops, women trade in the local markets on their own account, but in general the marketing of both food and cash crops is the men's responsibility. When new houses are built it is the duty of the men to collect the poles and the thatching materials, to build the framework and put on the roof. The filling in of the framework with mud and the plastering of the walls is women's work. Women grind the corn and collect firewood and water. The herding of livestock is almost entirely the duty of men and boys. Save for visits to relations the woman seldom goes far from her own home and duties involving long journeys or absences from home are normally undertaken by men. They, either by taking cattle or agricultural produce to market or by engaging in paid employment, must find the money with which to buy the clothes, weapons, tools, household utensils, salt, medicines and other family requirements which cannot be grown or produced at home.

522. In comparison with conditions existing in more advanced countries the status of African women generally in Tanganyika is still relatively low, but there is nevertheless a steady trend towards improvement in this respect. As has often been said, changes in such matters will be brought about in Africa, as they have been in other parts of the world, by developments from within and not by forces applied from without. The desire for change must come from the people themselves and in the advancement of their own status the women must play an active and not a completely passive part. In creating an attitude of mind and of public opinion that will not only welcome improvement in social conditions but will take active steps to promote it, the spread of education, particularly of female education, must continue to be the most powerful influence. General economic development is playing its part and especially in the towns and industrial areas contact with the manners, customs and mode of life of members of other races is having a decided effect.

523. Mention has been made in previous reports of some of the changes which have taken place during recent years, some of them of considerable significance. For example, while it still remains true that, generally speaking, under native custom women do not possess any formal political rights and it is the exception

rather than the rule for them to play any active part in the conduct of tribal affairs, the steady process of the development of local government on democratic lines is bringing about a definite break with tradition in this respect. In some areas women are now taking part in the election of popular representatives to the local councils, in others their eligibility for membership is accepted, and in one area the new constitution provides for the appointment of a minimum number of women councillors. There have also been improvements in the economic status of women, such as the step taken in the Bukoba District to remove the ban on the ownership or inheritance of land by women.

524. In the general trend of improvement in the status of women the activities of voluntary agencies are playing an increasingly important part, and the various missions working in the Territory continue to exert a powerful influence, particularly in the rural areas. The year under review has seen new and expanding developments in other fields of service. A Tanganyika Council of Women has been formed, with a membership including all races, to promote social intercourse, create better understanding between the women of the different races, to co-ordinate the activities of various aid societies, and to work for the improvement of conditions generally. In the Bukoba District, where the question of the status of women and the preservation of family life are matters of particular moment, a survey is being undertaken with a view to the formation of women's clubs. The staff of the Social Development Department now includes two women welfare officers and one of these is being posted for special duties in the Bukoba District. The Girl Guides movement, which is growing in strength at a number of places in the Territory, is playing its part in the general endeavour to bring about an improvement in the status of women. Special classes for women are held at a number of centres, some of them under the auspices of the Women's Service League. All these and other efforts, sometimes the work of organized voluntary agencies and sometimes that of individuals, are contributing to the desired end and through them African women are gradually being brought to take a greater interest in affairs. In a number of cases women have displayed a greater interest than men in adult classes at welfare centres and in the Pare District they form a very high proportion of the number who have been awarded literacy certificates in connexion with the social development scheme being carried out there.

525. **Legal Capacity.** Under the laws administered by the courts of the Territory women, whether married or unmarried, enjoy equal rights with men in every respect. They can sue and be sued, may own and dispose of property, enter into contracts and practise any profession. As regards African women their legal capacity in native civil law depends on the tribal law and custom administered by the native courts of the area in which they live, but as a general rule they are as free to go to court as the men.

526. **Employment.** The only legal restrictions imposed on the employment of women are those contained in the various international conventions applied to the Territory. Social or religious custom, such as the purdah system still observed in certain sections of the Asian community, may place restrictions on the employment of women outside their own homes. In the case of the indigenous population it would be contrary to traditional custom in some tribes for women to engage in regular paid employment, as opposed to work of a casual or temporary nature.

527. There is no provision, legal or otherwise, excluding women from holding any appointment in Government service and the territorial establishment includes a number of special posts for women. Those in the senior service are at present filled by the recruitment, mainly from overseas, of women trained and qualified in their particular professions. Some locally engaged Asian women are em-

ployed, chiefly on clerical duties. Opportunities for African women to enter Government service are limited by a general lack of education but a number are employed by Government and native administrations as teachers, nurses and midwives, for which posts training facilities are available. With an expansion of these facilities and the general improvement in female education an increasing number of women will doubtless enter Government service.

(d) Standards of Living

528. **Cost of Living Surveys.** Mention was made in last year's report of the appointment towards the end of the year of a special committee, composed of official and non-official members representative of all races, to study the whole problem of rising costs. This committee, known as the Committee on Rising Costs, carried out its investigations during the first four months of the year under review. It had before it the results of a survey made during 1950 into the pattern of income, expenditure and consumption of the lower-paid Africans in Dar es Salaam, and published the report of the survey as an appendix to its own report. The recommendations of the Committee cover a wide field, but the dominant conclusion reached was that the solution to the problem lay in increased local production, in the achievement of which an increase in the output of the individual worker is an essential factor.

529. A cost of living index, excluding rent, is now published for Dar es Salaam, based on the price of goods purchased and services required by the non-African population. In ten other townships similar information is collected on a limited range of articles at periodic intervals to form the basis of comparisons. Assessment of changes in the cost of living of Africans presents difficulties owing to the practice of selling certain foodstuffs by the "heap" at a conventional price, the size of the heap varying with fluctuations in the price in relation to weight. During the past year a systematic collection of retail price data for commodities consumed mainly by Africans was inaugurated, articles being purchased for cash by African investigators and then weighed. The results are being analysed and is expected that it will shortly be possible to publish index numbers derived therefrom.

530. **Changes in Consumption, etc.** There have been no fundamental changes in the consumption of any of the Territory's population groups during the year under review and the position therefore remains very much as described in previous annual reports. Another year of favourable conditions for the agriculturalist has resulted in a plentiful supply of staple foodstuffs and generally good harvests of cash crops. As has often been pointed out the considerable variations of climate, rainfall and soil fertility to be found in different parts of the Territory have a direct influence on wealth, nutrition and standards of living but in general the improvement in living standards discernible during recent years has been well maintained during 1951. The upward trend of living costs has continued but has again been largely offset for the rural population by the ready markets and the high prices obtainable for their surplus food and cash crops. The non-producing sections of the community have not had this advantage and the position has remained difficult for those in the lower-paid groups, particularly in the larger towns. There have been further increases in wages but advantage of this has not been taken by all those who might have been expected to benefit. Increases in wages are so frequently followed by increased absenteeism and this tendency has again been evident during the past year.

531. There have been no appreciable changes in nutritional standards. These have in general been well maintained, with plentiful supplies of foodstuffs available, but here again the position is much easier for those in the rural areas than for those living in the towns. An interesting trend has been the steady increase in the

consumption by Africans of sugar and wheat flour. As regards clothing, an improvement in general standards has been made. Supplies of cotton piece-goods and textiles have been adequate and the selective and discriminative tendencies of purchasers mentioned in recent reports have continued. In regard to housing, the problem of a shortage in the larger towns remains acute but continuing efforts are being made to alleviate the position. In the rural areas, where the traditional type of dwelling can be quickly and cheaply erected, there is no problem of housing shortage. In general the standard of housing remains unchanged, although the number of buildings of improved types is steadily increasing in some areas.

(c) Labour

532. **Departmental Organization.** The Labour Department is responsible for the implementation of the Government's labour policy and for the effective operation of the Territory's labour laws. The head of the department, the Labour Commissioner, and the general administrative staff have their headquarters in Dar es Salaam. Labour officers—thirteen in number—are stationed in a number of districts throughout the Territory. Full details of the departmental establishment are given in Appendix IV. A.

533. The work of the department is divided into the following sections:—General Administration, Industrial Relations, Industrial Hygiene, Employment Exchanges, Technical Training, Factory Inspectorate and Electrical Inspectorate. The electrical inspectorate section is placed directly under the Labour Commissioner for administrative purposes, an arrangement which ensures close liaison with factory inspection and which has proved of considerable value.

534. Careful attention continues to be paid to the training of newly appointed labour officers. As far as circumstances permit they are given a course of training of about a year's duration which includes periods of secondment to selected industrial undertakings, attachment to up-country administrative stations, instruction under experienced labour officers and training in industrial hygiene. Officers proceeding on their first vacation leave undergo a special three months' course of training in the United Kingdom.

535. Contact with neighbouring Territories in matters concerning labour has continued to be maintained during the year under review. A conference of Labour Commissioners was held at Dar es Salaam in May, when the special subjects discussed were workmen's compensation, trade testing and apprenticeship, inter-territorial trade unions and inter-territorial co-ordination of labour policy.

536. The financial provision made for the Department in 1951 was £82,085. Of this total £69,035 was in respect of general departmental expenditure and £13,050 for the building of transit centres under the planned programme of constructional works at points on the main labour routes. During the year the first stage of a new centre at Njombe was completed and a contract entered into for the second stage. Extensions were carried out on the centre at Morogoro and sanitary improvements at Kilosa. Oil-fired cooking stoves were purchased for the kitchens at all the major centres. Certain buildings at the former training centre at Mbulani near Dar es Salaam were converted for use as a transit centre. At Lindi a building was acquired from the Overseas Food Corporation towards the end of the year and with the addition of ancillary facilities this will fill the long-felt need for a centre at this port.

537. **Conventions: Legislation.** The labour policy of the Territory is based on international labour conventions and the extent to which these conventions

and the recommendations of the International Labour Organization have been applied is indicated in the following notes on labour legislation.

- (a) *Contracts and Sanctions.* Contracts of service are of two kinds, those for performance within the Territory and those for performance outside the Territory (known as "foreign contracts").

The former are of the following types:

- (i) Contracts at will wherein no agreement is expressed regarding their duration, not being a contract to perform some specific work, without reference to time and determinable by either party at the close of any day without notice;
- (ii) Monthly contracts determinable by either party at the end of one month without notice;
- (iii) Contracts for a specified number of working days not exceeding thirty (usually known as "Kipande" contracts);
- (iv) Written contracts where a period of engagement exceeds six months or a number of working days equivalent to six months, or which stipulate conditions of employment which differ materially from those customary in the district of employment for similar work.

All written contracts accord with the requirements of the Contracts of Employment (Indigenous Workers) Convention, 1939, which was applied to the Territory by the provisions of the Master and Native Servants (Written Contracts) Ordinance (Cap. 79 of the Revised Edition of the Laws).

The Penal Sanctions (Indigenous Workers) Convention, 1939, has been applied with one reservation only, that relating to the unlawful departure of a servant from his employer's service with intent not to return thereto. It is the policy of the Administering Authority to withdraw this one remaining reservation as soon as possible but local conditions and circumstances do not yet justify this step. As has frequently been explained, unlawful desertion presents a particular problem in a country where contracted workers are frequently brought long distances at considerable expense to the employer, but it must be emphasized that the question is not merely one of protecting the interests of employers. There is also the important moral aspect to be considered. Desertion is a breach of a contract voluntarily entered into by the worker, but there are still numerous cases of workers entering into such voluntary agreements and receiving free issues of blankets and other articles and taking advantage of free transport and other facilities with little, if any, regard for the obligation to carry out their part of the contract. In more advanced countries the remedy would lie in the institution of civil proceedings for breach of contract but in the conditions at present existing in Tanganyika this course of action is impracticable and would be quite ineffective.

- (b) *Industrial Relations.* The Trade Unions Ordinance (Cap. 84 of the Revised Edition of the Laws) grants the right of association of workmen and workmen, workmen and masters, or masters and masters.

The Trade Disputes (Arbitration and Settlement) Ordinance, 1950, sets up machinery for the settlement of trade disputes and for enquiry into existing or apprehended disputes, and prescribes special procedure for dealing with disputes in essential services.

- (c) *Remuneration.* Wages must be paid in the currency of the Territory at the completion of the contract of service; any agreement to the contrary is void. Deferment of wages is permitted in the case of written

contracts of service subject to the prior approval of the Labour Commissioner and the agreement of the parties concerned.

The Regulation of Wages and Terms of Employment Ordinance, No. 15 of 1951, has replaced the previous minimum wage legislation and implements the Minimum Wage Fixing Machinery Convention of 1928. Its provisions include the setting up of machinery for the fixing of minimum wages by the establishment of minimum wage boards and the setting up of wage councils to fix remuneration and terms of service in specified undertakings.

- (d) *Hours of work, rest periods, holidays and facilities for recreation.* As the bulk of the Territory's labour force works at will on the thirty day "Kipande" system, which has proved satisfactory so far, no legislation is at present necessary. Workers on monthly contracts naturally rest at week-ends. The normal working day rarely exceeds eight hours, but most labour is employed on task work which it completes within five or six hours. Holidays with pay are not generally granted by industry. The East Africa High Commission, the Overseas Food Corporation and some other major employing concerns grant holidays with pay on terms similar to those offered by Government to its established staff. Facilities for recreation are provided by some of the larger industrial undertakings.
- (e) *Housing and sanitary conditions in places of employment.* Minimum standards have been laid down by the Master and Native Servants (General Care) Regulations (Government Notice No. 87 of 1947) covering all employers of labour (including Government). These regulations prescribe the types and minimum dimensions of dwellings that may be erected for the accommodation of labour together with the minimum sanitary arrangements.
- (f) *Inspection of conditions affecting labour.* The requirements of the Labour Inspectorates (Indigenous Workers) Recommendation, 1939, and the Labour Inspectorates (Non-Metropolitan Territories) Convention, 1947, have been met by the establishment of the Labour Department. The powers of inspecting officers are defined in the Master and Native Servants (Powers and Duties of Officers) Rules, 1949 (Government Notice No. 31 of 1949).
- (g) *Medical Inspection and Assistance.* The Master and Native Servants (Medical Care) Regulations (Government Notice No. 153 of 1947) define minimum standards which all employers (including Government) must provide. The Written Contracts Ordinance (Cap. 78 of the Revised Edition of the Laws) requires the medical examination of all attested labour prior to departure from the place of engagement and provides for further medical examination if considered necessary. Inspecting officers are empowered to require medical examination should the occasion arise. Employers must provide medical assistance free of charge.
- (h) *Workmen's Compensation and Rehabilitation.* The provisions of the conventions of the International Labour Organization relating to workmen's compensation and occupational diseases have, save in one minor detail, been applied by the Workmen's Compensation Ordinance (Cap. 263 of the Revised Edition of the Laws). The scales of fees for medical aid are prescribed in the Workmen's Compensation Regulations, 1949 (Government Notice No. 110 of 1949). These are being reduced in 1952 in respect of African employees by approximately fifty per cent. The only detail in which it has not been found possible to apply the provisions of the international conventions is in respect of the introduction

of a system of pensions in the case of workers who receive fatal injuries or who are seriously or permanently injured, but provision is made for the periodic payment of compensation at the discretion of the local administering authorities. Provision has also been made for compulsory insurance in respect of certain occupations of a hazardous nature.

- (i) *Employment of Women, Young Persons and Children.* The provisions of the following International Labour Conventions have been complied with by the enactment of the Employment of Women and Young Persons Ordinance (Cap. 82 of the Revised Edition of the Laws):

Medical Examination of Young Persons (Sea) Convention, 1921.

Minimum Age (Sea) Convention, 1920.

Minimum Age (Trimmers and Stokers) Convention, 1921.

Underground Work (Women) Convention, 1925.

Night Work (Women) Convention (Revised), 1934, with modifications.

Minimum Age (Industry) Convention (Revised), 1937.

Medical Examination of Young Persons (Industry) Convention 1946.

The provisions of the Employment of Women and Young Persons Ordinance and the rules made thereunder afford full protection for women and juveniles in employment. The great majority of these are engaged on light work of an agricultural nature and numbers of them are the wives and families who accompanied attested and other labourers to their place of employment. Many, particularly juveniles, are in part-time employment only. No serious problems arise from the employment of women and as regards juveniles every effort is made to ensure that the provisions of the law are strictly observed. In the case of children—defined by the Ordinance as juveniles under the age of fifteen years—the rules governing their employment are very comprehensive. The Ordinance provides that no child may be employed except upon a daily wage and on a day to day basis, and only as long as the child returns each night to the place of residence of his parent or guardian. The rules setting out the conditions of employment of such children as are permitted to be employed under the provision of the law govern such matters as the carrying of weights and maximum hours of work, and prohibit the employment of children between the hours of 5 p.m. and 7 a.m. No child is permitted to enter any factory or place containing machinery, and employment of children during the hours when they are either receiving instruction at a registered school, or for which they are enrolled or have been ordered to be enrolled at such school, is prohibited. There is also the general power vested in the Labour Commissioner and all Labour Officers to prohibit the employment of children in any case where the conditions of employment are unsatisfactory. The object is to reduce the regular employment of children to a minimum and in due course to abolish it but in the conditions at present existing in the Territory the position appears to be best met by permitting its continuance, subject to adequate safeguards. When educational facilities are available for all children their employment during school hours will be automatically brought to an end by one of the conditions now imposed. In the meantime many children who are unable to attend school are better employed on light and useful tasks than left to their own devices. Indeed, it not infrequently happens that parents seeking work will not engage themselves unless some employment is also found for their children. Their reasons are not entirely mercenary; they prefer their children to remain with them, or to be employed and

looked after, while they themselves are at work. Many of the larger employers provide schools for the education of their employees' children.

- (j) *Recruiting of Workers.* The Recruiting of Indigenous Workers Convention, 1936, has been applied to the Territory by the Master and Native Servants (Recruitment) Ordinance (Cap. 80 of the Revised Edition of the Laws). Recruiting licences and permits are issued by the prescribed authorities who are empowered to impose such special conditions as are thought necessary for the protection of the workers.
- (k) *Restrictions on the Movement of Workers.* There are no restrictions on the free movement of workers within the Territory, save in certain areas where control is necessary to prevent the spread of disease, notably sleeping sickness. This control, formerly imposed by the enactment of regulations under the Master and Native Servants Ordinance, is now exercised by the inclusion of special conditions in recruiting licences for the districts affected. Administrative officers are empowered to close any area where the welfare of the population is likely to be endangered by the denudation of its manpower. Apart from such necessary restrictions the free movement of workers is encouraged and the Administration provides facilities at focal points on the main lines of communication for the care and accommodation of migrant labour.
- (l) *Labour Passes or Work-books.* No legislation exists except for workers engaged on thirty working day ("Kipande") contracts who are given a labour card on which is marked up each day's work performed.
- (m) *Training of Workers: Apprenticeship.* The only legislation relating to the training of workers is the Apprenticeship Ordinance (Cap. 81 of the Revised Edition of the Laws) which regulates apprenticeship agreements and is in accord with the International Labour Organization's apprenticeship recommendations of 1939. Preliminary work continued during the year under review in connexion with apprenticeship training and trade testing. More rapid progress will be made in these matters with the setting up of the Advisory Committee on Technical Education which was under active consideration at the end of the year.
- (n) *Industrial Homework.* Apart from the occupation of some of the inhabitants in local handicrafts or in other similar private activities the practice of industrial homework is non-existent in the Territory and no need for the enactment of any legislation has arisen.
- (o) *Factory Conditions.* It is proposed to bring the Factories Ordinance—enacted in December, 1950—into operation on the 1st April, 1952. The operative date has been postponed in order to allow the necessary administrative arrangements to be made and to give the owners or occupiers of existing factories time in which to complete such alterations to their buildings or plant as may be necessary to comply with the requirements of the Ordinance. The Ordinance requires the registration of all existing and future factories and contains comprehensive provisions for safety precautions in respect of all machinery, hoists, lifts, tackles, steam boilers, etc. Special provisions are made in regard to health and safety measures where dangerous processes are employed. Provision is made for the application of the Ordinance to docks, wharves and quays and to premises of any description where steam boilers are in use. It is proposed that the administration of the Ordinance should be the responsibility of the factory inspectorate section of the Labour Department with an increased technical staff, working in conjunction with labour officers,

all of whom undergo courses of training in factory inspection when on leave in the United Kingdom. Provision is made for the appointment of a Factories Appeal Board.

538. Policy and Problems. The main objectives of the territorial labour policy are as stated in previous reports, the establishment of fair working conditions for those in employment, the maintenance of good relations between employer and employee, the peaceful and expeditious settlement of industrial disputes, improved efficiency and an increase in the productivity of the worker, and the rationalization and stabilization of labour. By providing minimum standards of labour conditions and welfare, which necessarily vary according to the nature and size of different industries and undertakings, the Government has taken the powers necessary to ensure fair conditions of employment for the African worker.

539. Reference will be found in later paragraphs of this report to the steps being taken to create simple joint consultative machinery in industry for the betterment of industrial relations. The immediate aim is to enable workers to gain experience in simple methods of joint consultation as the first essential step towards the development of a sound structure of industrial relationships.

540. The continuing rapid expansion of the Territory's economic development has emphasized the urgency of some of its labour problems. If development is to proceed unhindered it is clear that there must be proper organization and full utilization of the Territory's manpower potential, and ways and means must be found of increasing the efficiency and productivity of labour and of securing a greater degree of stabilization. In last year's report mention was made of a survey being undertaken to study these problems and early this year a factual report, entitled "A Preliminary Investigation of the Manpower Position, 1951", was published. The findings of the report were considered by a special committee and the recommendations of this committee are under consideration by the Government of the Territory.

541. One of the committee's recommendations dealt with the problem of technical training. Now that a Superintendent of Technical Education has been appointed it is hoped early in 1952 to set up an advisory committee, including representatives of both employees and workers, to study the problem and to formulate a realistic and workable policy. This is a necessary preliminary to the establishment of effective apprenticeship and trade-testing systems, for both of which there is a pressing need. Consideration is being given, in consultation with the other East African territories, to a revision of the legislation governing apprenticeship contracts in order to provide more effective safeguards for both parties. Similar consultations have been held with a view to achieving uniformity in the standards of trade testing. The main difficulty in Tanganyika is that of devising an effective system of testing the large number of tradesmen and artisans to be found at employment centres throughout the Territory. A trade testing inspector has recently been appointed and special attention is now being given to this problem.

542. As regards the need for increasing the efficiency and productivity of labour, some employers have had bonus schemes in operation for a number of years, but these have not always been related to output and have therefore failed to achieve their main objective. During 1951, certain Government departments have applied the principles of the Training Within Industry for Supervisors Scheme (commonly known as T.W.I.) and it is hoped in 1952 to appoint a qualified officer to co-ordinate and extend these efforts and to adapt the scheme more closely to local conditions. In this way the Government can make a positive contribution but an equal effort on the part of industry is essential if a solution to the problem of inefficiency and low productivity is to be found. Indeed, if real

progress is to be made employers on the one hand must be prepared to take all necessary measures to eradicate inefficiency and on the other workers must be brought to an appreciation of their obligation to give a fair day's work for a fair day's pay.

543. The year under review has seen a continuance of the difficulties experienced by some employers, particularly certain of the agricultural undertakings, in obtaining sufficient labour to meet their requirements. The labour enumeration carried out at the end of July showed that, notwithstanding a good harvest, there were only slightly fewer Africans engaged in paid employment than in 1949, when the harvests were poor. Even so, certain areas and industries were shown to be suffering from a shortage of labour. Those most affected were constructional works in the Southern Province and the agricultural industry in the Northern Province. In the case of the former the shortage was doubtless due to the disinclination of the population of the coastal areas of the province to engage in heavy and regular manual work. In the case of the Northern Province the shortage was doubtless partly due to the fact that the employers there have been unable to compete in the matter of wage rates with the sisal industry. There is also the constant problem created by the fact that the peak period of labour requirements coincides with the season of African agricultural activity.

544. The regular pattern of the ebb and flow of labour between the main areas of supply and the employment areas has been maintained during 1951. The local populations in many of the latter areas still offer their services only very spasmodically. They are disinclined to engage in regular employment, particularly in the production processes of industry, and cannot be regarded as making an effective contribution to the policy of labour stabilization. Employers are therefore obliged to recruit labour from distant areas at great expense. A paradoxical situation arises in some cases from the fact that local inhabitants in an employment area wishing to engage in work frequently prefer to seek it elsewhere, while the local employers have to import labour to meet their needs.

545. A constant watch has to be kept over these migrations of workers to ensure that rural areas are not denuded of too great a proportion of their male population for too long a period, with consequent danger of insufficient production of food-stuffs for local consumption, hardship for the families left behind, and adverse effects on social and domestic life. Where such dangers are apparent steps are taken to limit the number of men leaving the district by the imposition of a quota system for licensed recruiters, and the native authorities make use of their legal powers to require each family to cultivate sufficient land for its needs. In areas where excessive migrations can be attributed to a lack of opportunity to earn money locally efforts are made to encourage the growing of cash crops and in other ways to establish a more balanced and stable local economy.

546. The shortage of skilled labour still persists and makes necessary the continued importation of craftsmen in certain occupations from neighbouring territories and from overseas. If the planned development of the Territory is not to be retarded it will be necessary to continue this practice for some time to come and until the supply of locally trained craftsmen and artisans is adequate to meet the demand. Increasing efforts are being made to expand and improve training facilities both by Government and by private industry.

547. **Industrial Relations.** Much of the effort of the Labour Department is directed towards the establishment of closer relationship between employers and employees to the advantage of both parties. As already stated industrial peace has been maintained during the year under review and no major stoppage of work occurred. Information regarding minor disputes and stoppages of work is given in Appendix XVI. The total number of man-days lost amounted to 12,775, as compared with 11,093 in 1950.

548. The introduction of a non-statutory registration scheme by the port labour industry in Dar es Salaam and Tanga has assisted, particularly in the former port, the creation of a more permanent and efficient labour force. In Dar es Salaam the daily output per man has risen progressively from 1.9 tons in January, 1950 to 8 tons in August, 1951.

549. Interest in trade unions continues to be inarticulate and there is little evidence of any widespread desire among the African working population of the territory for the formation of unions. There was only one trade union (Asian) in existence at the end of the year. While efforts to teach the basic principles of trade unionism will continue to be made, it is no less clear than it was last year that much preparatory work has yet to be done before these principles are fully understood and can be put into general practice. One particular problem to be overcome is the lack of a sense of financial responsibility which so frequently leads to a failure to maintain proper accounting systems over the funds of unions and similar associations.

550. The attention of employers, and particularly those in the public utility services, has been directed to the desirability of establishing some form of simple consultative machinery in their undertakings, such as staff committees or work committees on the lines indicated in Part V of the Regulation of Wages and Terms of Employment Ordinance, 1951. Such machinery, it is felt, must be established initially at the lowest level in order that industrial employers and their employees may gain experience of joint consultation in its most elementary form. As yet neither side in industry, and more particularly that of the workers, is sufficiently experienced in collective bargaining for such a system to form the basis of enduring industrial agreements. In the meantime, where necessary, wages and conditions of service must continue to be fixed and regulated by statutory authority.

551. **Labour Supply.** The labour enumeration undertaken in July showed that the number of Africans in paid employment was nearly 19,000 less than in 1949 when owing to poor harvests and a shortage of food abnormal numbers were in search of work. It is now thought that the figures given in last year's report were underestimated. No labour enumeration was taken in 1950 and a truer picture of changes in the distribution of labour will be obtained from a comparison of the 1951 figures with those of 1949.

552. The results of the two enumerations show that on the 31st July, 1951, there were 455,398 Africans in employment as compared with 473,988 on the 15th September, 1949. Details of their employment will be found in Appendix XVI (1). It will be noted that the enumerations were not made in the same month of the year but it is not thought that the results were materially affected by this difference in timing.

553. In most areas there was sharp competition for labour. It was noticeable that the sisal industry, which substantially increased its wage rates on the 1st April, was hardly affected, despite the fact that the numbers coming from one of the main sources of supply, the Lake Province, were considerably below the normal. In this province difficulty was experienced by all local employers, including Government departments and the East African Railways and Harbours Administration, in securing adequate labour for their normal services and requirements. The local population, with good crops for which they were able to obtain high prices, a flourishing "hedge" sisal industry and a strong market at high prices for their cattle, had no need to engage in paid employment to supplement their means of livelihood. In the other provinces, particularly the Northern and Southern, industries and undertakings which did not, or could not afford to pay wages comparable with those offered by the sisal industry, suffered from a shortage of labour. Generally speaking, however, the overall position proved

to be more favourable than had been expected in a year of plentiful harvests.

554. Again this year the system by which industries or individual employers make their own arrangements to meet their labour requirements has continued to operate, but conditions have confirmed the doubt expressed in last year's report whether this system can much longer cope with the situation. There is an urgent need for rationalization and co-ordination of the flow of labour and close attention is now being paid to this problem as well as to the need for increased productivity on the part of the worker and the avoidance of wastefulness and inefficiency in the utilization of the available labour force.

555. **Opportunities for Employment.** With the demand for labour still considerably in excess of the supply the problems confronting the Territory do not include that of unemployment. Even for the unskilled worker there are ample opportunities and the considerable diversity of the demand gives him a wide choice of work. As was remarked in last year's report, for those who are willing and able to equip themselves for more than unskilled labour the great demand for skilled and semi-skilled workers offers full opportunity for advancement and the rapidly expanding development of the Territory assures permanent employment for those who desire it.

556. **Discrimination in Employment.** The position in this respect remains as stated in previous reports. Such differences as at present exist in regard to opportunities for employment and in wage and salary payments are not the result of discrimination on grounds of race, nationality, religion or tribal association. They are the inevitable result of differing standards of living and differing standards of education, experience and personal qualifications. The policy is that all sections of the community shall have equal opportunities but the implementation of this policy is dependent on a change in the African worker's outlook and on the development of educational and training facilities to enable all sections to compete on equal terms in the labour market.

557. **Recruitment.** The conditions on which labour recruitment is permitted are strictly in accordance with the requirements of the Recruiting of Indigenous Workers Convention, 1936, and licences issued for this purpose contain clauses adequately safeguarding the welfare of persons recruited, including their right to repatriation. Where persons are required to be attested on written contracts of service the provisions of the Contracts of Employment (Indigenous Workers) Convention, 1939, are fully observed.

558. The system whereby recruitment is undertaken by both professional and private recruiters—the latter including organizations of employers—has continued in operation. Control is exercised by the Labour Department in the issue of licences and where necessary by the imposition of a quota system. Again this year there were only two professional recruiters licensed, the one for part of the Western Province and the other for the Mbeya and Rungwe Districts of the Southern Highlands Province. The Labour Bureau of the Tanganyika Sisal Growers' Association continued to operate in most of the labour-supplying districts of the Territory and it has again been evident that organizations of this nature are the best equipped to provide the necessary facilities for the proper care and welfare of workers during long journeys to and from their places of employment. The Northern Province Labour Utilization Board engaged in recruiting activities in the Central Province, mainly in the Singida District.

559. Provision figures of the number of male workers engaged through recruiting agencies during the year under review and the nature of the work for which they were engaged were as follows. No female workers were contracted.

<i>Industry or Service</i>	<i>Number</i>
Sisal	22,531
Tea	736
Coffee	153
Sugar	1,302
Overseas Food Corporation	6,396
Mixed Farming	3,139
Timber	248
Mining	1,255
Road Construction	826
Aerodrome Construction	321
Railways and Harbours	119
Miscellaneous Industries	71
Total	37,097

560. The provisional figure for 1951 shows a decrease of 9,079 compared with the figure of 46,176 in 1950. The drop is accounted for by the fact that only 119 workers were recruited by the East African Railways and Harbours Administration as compared with 11,578 during the previous year. The efficiency of the recruiting organization of the sisal industry is reflected by the increase of 3,341 in the number of workers recruited. Increased numbers were also recruited by the Overseas Food Corporation and the mining industry. It is of interest and importance to note that the total number of workers engaged through recruiting agencies during the year represented only 9.4 per cent. of the number of 396,516 adult males in employment at the time of the labour enumeration.

561. The Tanganyika Sisal Growers' Association Labour Bureau and the Northern Province Labour Utilisation Board have continued to recruit workers from the Trust Territory of Ruanda-Urundi by arrangement with the Belgian authorities. Most of the workers recruited for the sisal industry were married men accompanied by their families, but the special permission granted to the Northern Province Labour Utilization Board to recruit unmarried workers for road construction has remained in effect. By the end of October, 1951, the total number of workers who had been recruited under these special arrangements was 3,731 accompanied by 2,088 women and 2,650 children.

562. The period of the contract, which is in accordance with Belgian law, is for three years. The Tanganyika Sisal Growers' Association Labour Bureau arranges for the welfare of the workers en route from the point of arrival in Tanganyika to the places of employment, and for their distribution to pre-selected estates. The Labour Department is responsible for inspection of conditions of service and for ensuring that the employers carry out their obligations. A report upon this labour is submitted to the Belgian Authorities at the end of each year. The Labour Department maintains a close liaison with the Labour Commissioner of Ruanda-Urundi and detailed administrative arrangements have been made for the remission to the Belgian Authorities of monies due to the relatives and dependants of deceased workmen, and in respect of compensation for injuries. One of the conditions of recruitment is that the workers should bring their families with them, unless special exemption is granted by the Belgian authorities.

563. The customary annual meeting with the Governments of Uganda and Ruanda-Urundi to discuss common problems connected with the migration of workers from the Belgian territories did not take place during 1951, but a party of Belgian representatives traversed the main routes used by migrant labour. The next inter-governmental meeting is scheduled for mid-1952.

564. **Training Facilities.** The decision, mentioned in previous annual reports, to merge the Mgulani (Dar es Salaam) training centre with that of the Overseas Food Corporation at Ifunda (Southern Highlands Province), and

to establish at the latter centre a permanent training establishment under Government control, was put into effect in 1950 and the move from Mbulani was completed towards the end of that year. In accordance with the policy that the responsibility for such technical training should be transferred from the Labour Department to the Education Department, the new establishment, now known as a trade school, became part of the Education Department as from the 1st January, 1951.

565. The trade school has accommodation for five hundred trainees and most of the staff required for training purposes has now been recruited. The normal courses of instruction are all of three years duration, but as the result of a visit by the Assistant Adviser to the Secretary of State on Technical Education it was decided that there should be a further two years course of "on-training" in industry, making a total of five years in all. It has been found necessary to undertake much new building work as well as the renovation of existing buildings at Ifunda. In this work the trainees are playing a full part and this gives them very valuable experience in constructional work.

566. At the end of 1951 the courses of training and the numbers enrolled in each course were as follows:

Carpenters	90	Tinsmiths	5
Masons and Bricklayers	40	Electricians	19
Painters	14	Vehicle Mechanics	36
Plumbers	15	Tractor Mechanics	20
Welders	4	Tailors	9
Turners	10	Shoemakers	7
Blacksmiths	6		
		Total	275

567. Importance is attached to the maintenance of adequate educational standards for candidates for technical training and as the middle school system develops it is hoped that it will be possible to recruit trainees from those with at least Standard VIII qualifications. Of the 275 trainees at present at the school—an increase of 135 compared with the figure at the end of 1950—197 had completed Standard VI at the time of their entry, six had completed Standard VII, seventy Standard VIII and two Standard IX.

568. As stated in last year's report in regard to the future development of technical training, the revised ten-year educational plan provides for the establishment of at least two more trade schools in other parts of the Territory. It is also proposed to establish a technical institute to provide higher technical and commercial training for students who have completed Standard X of the secondary school course. During the year under review further consideration has been given to the siting of two new trade schools. At the end of the year steps were being taken to set up an advisory committee on technical education, the membership of which will include representatives of industry, to advise the Director of Education on matters concerning technical education, including training in rural handicrafts.

569. In addition to the opportunities for technical training afforded by trade schools and the increasing facilities being made available by private enterprise, an important part is played by various departmental training schemes. Mention of some of these—agricultural and veterinary training centres and the several courses undertaken by the Medical Department—has already been made in earlier sections of this report dealing with departmental activities.

570. The Government Press in Dar es Salaam has a training school under the direction of a fully qualified European instructor. The course is normally of six years' duration, four of which are served at the school and two in the Press.

Instruction is given in all branches of the printing trade, including composing, machinery, book-binding and rolling, and emphasis is placed on practical work. Periods are also set aside for lessons in such subjects as arithmetic and English. Thirty-four trainees were under instruction during 1951, four of them being in their third year, ten in their second and twenty in their first year. Twelve more were selected for the course at the end of the year.

571. The forestry school at Olmotonyi, Arusha, was re-opened during 1951 and twenty-eight students started a two years' course under the direction of an European assistant conservator of forests.

572. Training facilities provided by High Commission services include the railway training school at Tabora where twenty-five students were under training during 1951. Thirteen members of the railways staff also attended the school for refresher courses. Students from Tanganyika were trained by the East African Posts and Telecommunications Department at their central training school in Nairobi. Ninety-six students were in training during the year. Twenty-three of them were taking the course in radio-telegraphy, nineteen in engineering and fifty-four in traffic. The numbers of these completing their courses during the year were fourteen, sixteen and thirty-three respectively.

573. **Assistance for Workers seeking Employment.** Efforts to assist employers and those seeking employment or training to contact each other with the minimum of delay and difficulty have been maintained during the year under review. There are now twenty-one labour exchanges and their growing popularity and usefulness are shown by a considerable increase in their activities. Twenty-eight Europeans, fourteen Asians and 3,051 Africans were registered during the year and ten Europeans, four Asians and 6,848 Africans were placed in employment.

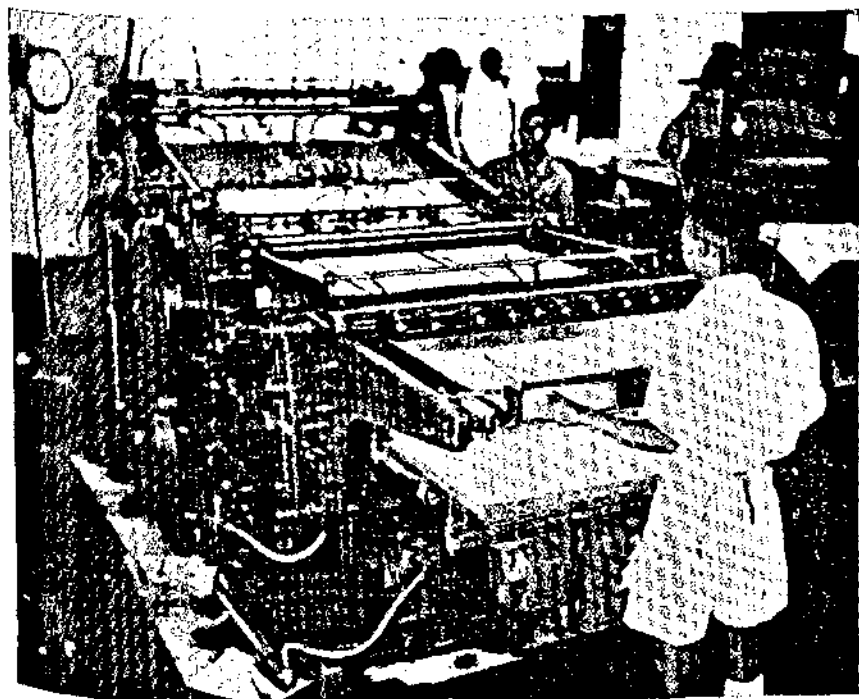
574. The voluntary flow of labour is facilitated by all legitimate means and as far as is practicable workers are encouraged to go to those areas and types of employment for which they are considered to be best fitted. The Tanganyika Sisal Growers' Association Labour Bureau has maintained its arrangements for providing free transport and other assistance for voluntary workers seeking employment on sisal estates. Increasing use is also being made of what until recently were called labour camps and are now known as transit centres. During the year a total of 12,605 workers, most of them proceeding to sisal estates, were assisted to reach places of employment. They were accompanied by 6,655 dependants.

The first of these centres was established in 1926 in pursuance of a policy of providing accommodation for the use of migrant labour. In 1946 a five-year plan was drawn up for the construction of permanent centres at a number of points on the main labour routes. Owing to the pressure of work on the Public Works Department the completion of the programme has been delayed but five new centres have been completed, in addition to considerable work on the renovation and improvement of previously existing buildings. By the end of 1951 there were sixteen main transit centres and twenty-eight subsidiaries, known as transit shelters. The former are sited at focal points on the Territory's communications system and the latter, at intervals approximating to a normal day's journey by foot, along the routes customarily followed by migrant labour from the Southern and Southern Highlands Provinces.

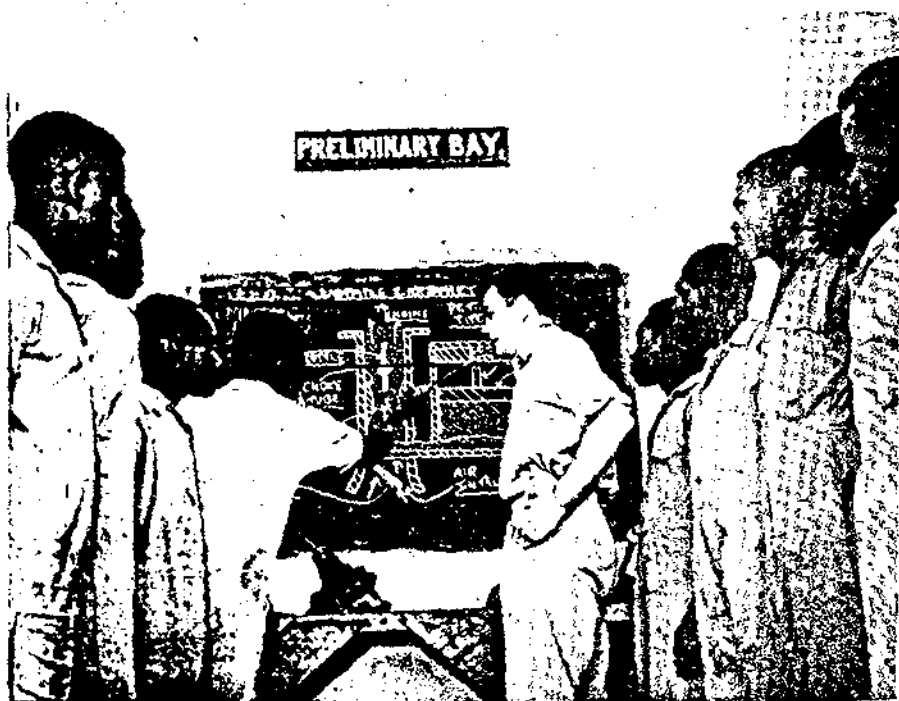
575. The new type of transit centre, with buildings of permanent construction, provides separate sleeping accommodation for workers travelling alone and for those accompanied by their families, with modern sanitation and bathing facilities, kitchens where food can be cooked either communally or by individuals, refectories, dispensary, staff quarters, office, store, incinerator and water supply. Where it is



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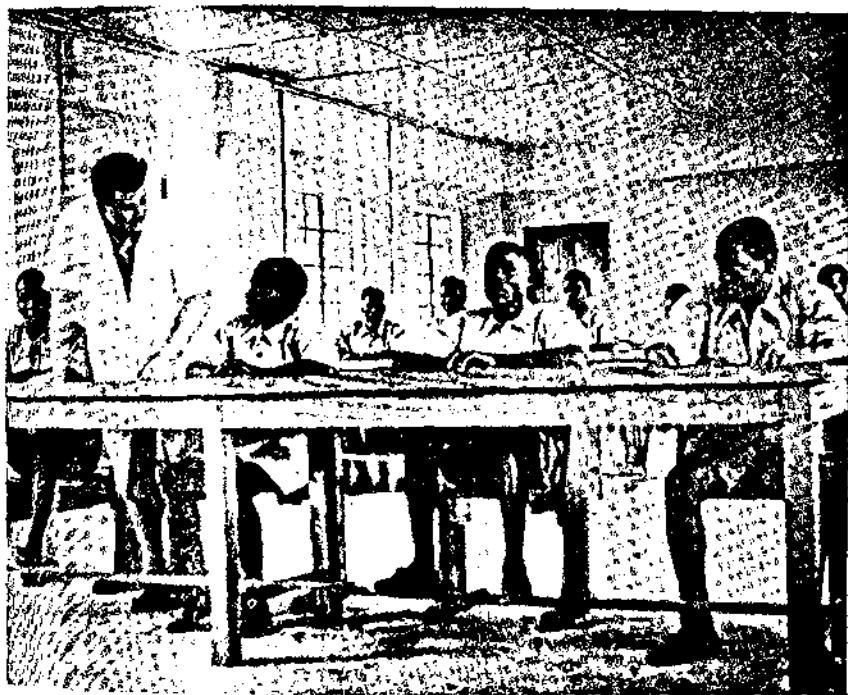
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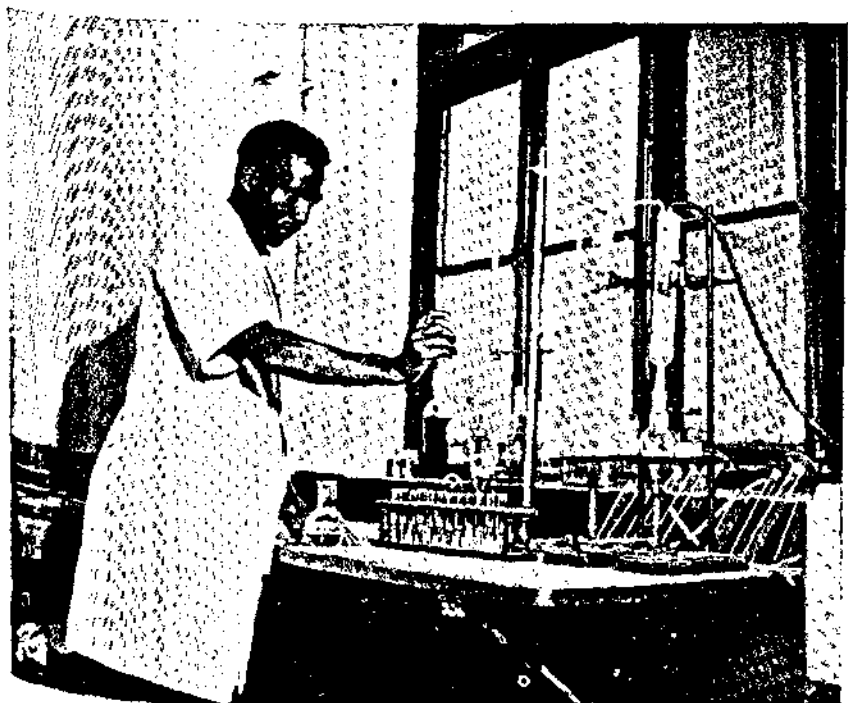
GOVERNMENT TRADE SCHOOL, TFUNDA : FIRST YEAR MECHANICS COURSE



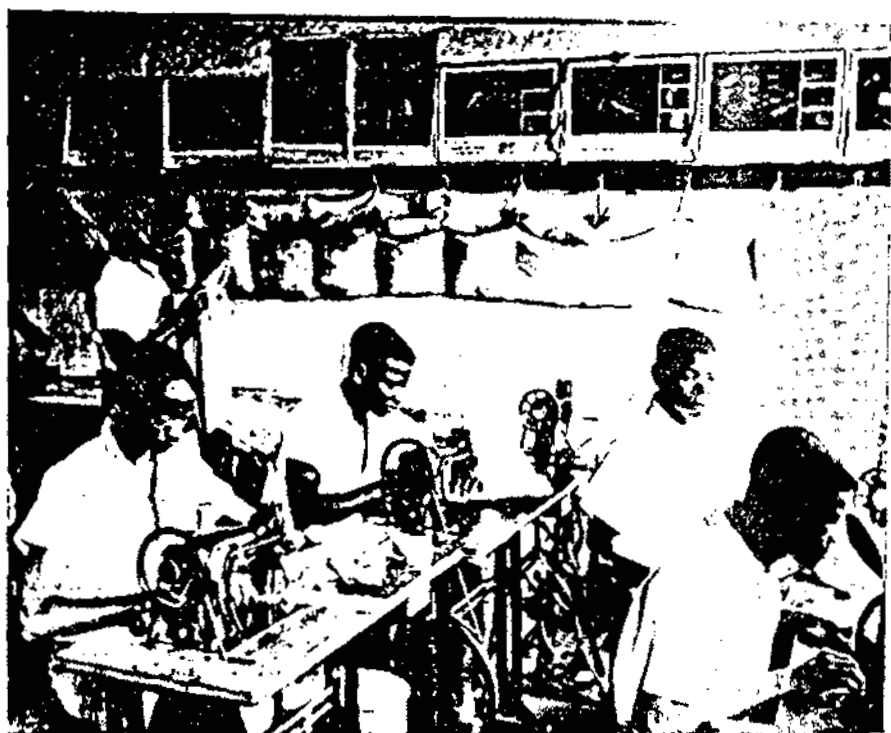
GOVERNMENT TRADE SCHOOL, TFUNDA : MECHANICS (BEGINNERS) COURSE



STUDENTS AT MPAPWA, THE GOVERNMENT
VETERINARY TRAINING CENTRE



GOVERNMENT VETERINARY TRAINING CENTRE AT MPAPWA:
ASSISTANT VETERINARY OFFICER AT WORK IN THE LABORATORY



TECHNICAL EDUCATION :
TAILORING CLASS (UNIVERSITIES MISSION TO CENTRAL AFRICA)



DAR ES SALAAM BROADCASTING STATION : THE FIRST AFRICAN ANNOUNCER

available electric light is laid on to the buildings and their surroundings. The larger centres are now being provided with oil-fired cookers to improve the facilities for the communal cooking of food. The five-year plan allowed for the construction of three sizes of standard type centres, providing accommodation respectively for 200-225, 100-150 and 60-80 persons. Owing to the number of workers using the centre at Morogoro it has already been found necessary to increase its capacity beyond the contemplated maximum of 225, and there is little doubt that extensions will have to be made at some of the other centres. The transit shelters are of simpler construction and normally consist of sleeping accommodation, kitchen and latrines.

576. The whole cost of the construction, maintenance and staffing of these transit centres and shelters is borne by the Government. No charge is made for accommodation or other services and free medical attention is provided at the dispensaries which are staffed by African dressers. Details of the numbers of Africans accommodated at transit centres and the number receiving treatment at the dispensaries are given in Appendix XVI. Apart from the valuable services they render to migrant workers and their families these wayside hostels are convenient centres at which labour and other officers can make direct contact with the travellers and assist them with information and in other ways.

577. In certain areas, which may be described as traditional reservoirs of labour, various recruiting agencies and employers have established well-built depots for Africans proceeding to and from places of employment. When they make use of Government transit centres for the accommodation of their recruited workers they accept responsibility for the expenditure incurred in the provision and cooking of meals, but no other charges are made for the use of centres or shelters.

578. **Migration of Workers.** There appears to have been no diminution during the past year in the numbers of workers who voluntarily proceed to places of employment outside the Territory. The main areas from which migration takes place are districts bordering on Lake Nyasa, whence workers proceed to the central African territories and to the Union of South Africa, and certain districts in the north-west of the Territory, whence they go to Uganda. Owing to the absence of any restrictive controls over such movement accurate figures are not available but it is estimated that the number absent from the Territory at any given time is not less than 12,000. This exodus is offset by the number of workers coming into Tanganyika from other territories. During the year under review there has been a considerable increase in the number who have crossed the border from Portuguese East Africa in search of employment and the total is estimated at more than 10,000. Similarly there has been an increase in the number coming in from Kenya. Including families the total exceeds 6,000. The majority of them have taken up employment in the Northern Province.

579. **Equal Remuneration Policy.** In present conditions the question of equal remuneration for work of equal value as between men and women does not constitute a problem in Tanganyika. There is no competition between the sexes for employment. There are comparatively few women in regular employment and these are engaged very largely on work normally undertaken by women. Numbers of women engage themselves for work in certain areas at certain seasons of the year, mainly on the picking of flush crops such as tea and coffee. As has been pointed out in previous annual reports, in most of the light agricultural operations of this nature on which women are employed payment is normally made on a piece-work basis by results and it is not uncommon for women to earn more than men engaged on the same tasks.

580. Compulsory Labour. Provision for the calling out of labour for essential public works and services is contained in the Native Authority Ordinance under which, subject to the provisions of any other law for the time being in force, orders may be made for the engagement of such labour. Labour so engaged must be paid at ruling market rates and the making of orders for this purpose is subject to the proviso that no person shall be compulsorily employed

- (i) for a longer period than sixty days in any one year
- (ii) if he be fully employed in any other work or has been so employed during the year for a period of three months
- (iii) if he be otherwise exempted under directions issued by the Governor.

Only able-bodied males between the ages of 18 and 45 may be called out.

Typical works for which such labour may be engaged include urgent repairs to the Territory's communication system, e.g., in the case of serious damage caused to railways or roads by floods; anti-locust measures; tsetse control operations; and serious forest fires.

581. Indebtedness. There has been no change in the position during the year under review. Indebtedness among wage earners and salaried workers does not constitute a major problem, but continues to be prevalent among the lower paid workers in some of the larger towns. There is no doubt that this is to a great extent the result of habit rather than of economic necessity. As was said in last year's report, thriftlessness is an unfortunate trait among African workers and with regrettable few exceptions they prefer to borrow and to repay, if necessary at high interest, rather than to save in order to meet emergencies. The result is a constant pledging and redemption of clothing and other personal effects. It is by no means uncommon for one article of clothing to be pledged in order to obtain money for the purchase of another. The pledged article is redeemed when wages are received at the end of the month, with the payment of interest, whereas the purchase of the new article might well have waited until the end of the month and the payment of interest to the pawnbroker would have been avoided. There is still considerable opposition to such a change but, as has frequently been stated, it is unlikely that there will be any real improvement in the position until a weekly wage economy can be established.

582. Offences against Labour Laws. During the year under review 107 employers were convicted of offences against the labour laws of the Territory. One hundred and two were fined, three bound over and two imprisoned. The offences were mainly concerned with failure to pay wages and the employment of children. The number of employees convicted was 339, of whom 76 were fined, 256 sentenced to imprisonment and seven bound over.

(f) Social Security and Welfare

583. Social Welfare Agencies. As has often been pointed out, in a territory where the stage of development is such as exists in Tanganyika it is only to a very limited extent that welfare services can be regarded as functioning independently. There are very few of the activities of Government which are not directly concerned with the advancement of the social welfare of the inhabitants, and a full catalogue of all the agencies engaged in social service activities would have to include most of the Government departments, many of the voluntary organizations, and the native administrations. Reference to the work of these various agencies is made elsewhere in this report and for the purpose of this section consideration will be limited to what may be regarded as the more specialized aspects of social welfare.

584. Underlying all the efforts being made in this field is the basic fact that responsibility for providing for the elementary social needs of the people in the rural areas rests primarily on the established tribal organization. This organization provides a traditional system of social security for the individual, based on the recognized and accepted collective obligations and responsibilities of the family, clan or tribe. Although in their present stage of development the native administrations cannot cope fully with all the growing needs of the people, the importance of preserving the principle of responsibility must constantly be borne in mind. The willing co-operation of the people in any activities designed to promote their social betterment is essential if lasting success is to be achieved, and in this connexion special importance is attached to the encouragement and training of indigenous leaders.

585. As was explained in last year's report, the department formerly known as the Social Welfare Department was reorganised and enlarged in 1950 in conformity with the recommendations of a special committee appointed to make a comprehensive survey of all aspects of social advancement. The new Department of Social Development has carried out its work during 1951 in close collaboration with the provincial administration and other departments. Additions to staff during the year included a films research officer, a radio engineer and the secondment to the department of an administrative officer. One of the trained assistant welfare officers resigned as the result of his election as chief of the Chagga tribe.

586. During the year the Territory was visited by the Social Welfare Adviser to the Secretary of State. The recommendations contained in his report, regarding the future of the Social Development Department, are now under consideration. In the meantime much has already been done to implement some of his suggestions and provision is being made for a further strengthening of the department, both by the addition of new staff and by secondments from the provincial administration.

587. **Aims and Achievements.** As regards the planned programme of activities, it has often been remarked that the words "social welfare" have widely varying connotations in different countries. In Tanganyika the task in hand is more closely concerned with social development—or community development—in the sense of the mass education of the whole community, than with social welfare in the more restricted sense of remedial and other measures for the assistance of individuals. The basic aim is a general raising of the standard of living of the people and by planned economic development and the expansion of educational and other social services both to improve present living conditions and to build the foundations for a sound system of social security. The success attending the pilot scheme in the Pare District has been very encouraging and the experience gained there will be of great value in the extension of the scheme to other rural areas.

588. In the urban and semi-urban areas work has continued to be concerned largely with the development of the institutions known as community welfare centres, of which there are now thirty-six in existence. Some of these have made progress during the year but generally speaking their purpose is still imperfectly understood. As far as the less educated sections of the community are concerned the centres appear to be unattractive in comparison with the customary and traditional relaxations, while they lack the full support of those of the more educated by whom welfare is regarded as something which should be provided and paid for by the State. The result is a degree of apathy towards the activities of the centres and a continuing reluctance to contribute even nominal subscriptions towards their upkeep and maintenance. It still remains the case, as was stated in last year's report, that on the whole women have shown themselves more interested than men in the facilities offered at the centres for adult education. In Dar es Salaam, for example, where two temporary centres are maintained, pending the completion of a new community centre at a cost of £40,000, free

language and literacy classes draw only a very moderate regular attendance. At the present stage the degree of success achieved by the centres is largely determined by the energies and enthusiasms of individuals. If they are to fulfil their real purpose, however, the growth of a community spirit of self-help is essential, and all centres therefore continue, as a matter of policy, to be under the control of elected committees.

589. Welfare workers are attached to the larger centres. In addition to acting as advisers to and assisting the managing committees in the running of the centres, they undertake various educational activities and are available for general welfare work in the towns. They arrange lectures and discussion groups, operate cinematograph projectors, and organize youth movements. At the small centres, where no specialist staff is at present available, there are few organized activities, but at all of them the reading rooms and libraries provide educational facilities for those who wish to make use of them. At many centres sewing, knitting and child welfare classes are arranged by voluntary workers. At almost all the centres week-end European style dances are the most popular of the activities and provide the greatest single source of revenue. At seven centres club liquor licences are held for the sale of beers and wines, in addition to the normal light refreshments provided on social occasions.

590. Work among women by women welfare officers has gone ahead during the year in Dar es Salaam and in the Southern Highlands Province. Mention has already been made of the posting of a woman welfare officer to the Bukoba District to assist in dealing with the special problem which exists there. Increasing use is also being made of urban welfare centres for general health work among children.

591. Much valuable social welfare work is undertaken by voluntary agencies throughout the Territory, both independently and in collaboration with Government services. In addition to their part in educational and public health activities, the missions undertake such work as the organization of youth movements and the care of orphans and blind persons. An important development during the year was the opening of a school for the blind by the Church Missionary Society at Buigiri near Dodoma. A survey of the extent and causes of blindness throughout the Territory is planned for 1952.

592. In the effort to encourage and stimulate the growth of a spirit of self-help in community development, provision was made this year for the expenditure of £20,000 as the first instalment of £100,000 to be made available over a period of five years for the assistance of rural social development. The main purpose is to facilitate the carrying out, by village and other communities, of minor social development projects for which they are willing to contribute their own voluntary labour. Allocations are made to districts and expenditure is controlled by district teams. During the year the funds made available have been used for a wide variety of purposes, from concrete linings and covers for wells dug by communal effort and roofs for schools and other buildings erected by the people, to such items as the purchase of goal-posts and nets when football pitches had been levelled. Money has also been provided to capitalize district newspapers, to furnish district libraries, to develop fish farms and to promote agricultural shows.

593. **Expenditure on Welfare Work.** The provision made under the specific heading of social development in the territorial and development budgets for the year under review was £114,761, but this represented no more than a small proportion of the total expenditure incurred on welfare work. A high percentage of the expenditure on social services of the education, medical and other departments is devoted directly to the advancement of the welfare of the indigenous inhabitants of the Territory. Much of the expenditure of the native administration

is also devoted to social services. No details are available, but very considerable expenditure—quite apart from grants-in-aids made by Government—is incurred by voluntary agencies, particularly the missions, on social welfare work. Some of the larger employers of labour also devote considerable sums to the general welfare of their employees.

594. Conventions: Legislation. A list of the international conventions and agreements which have been applied to the Territory is given in Appendix XXI. Special reference to the application of conventions relating to the welfare of labour was made in paragraph 537. The principles of the applied conventions are embodied in the laws of the Territory and full reports in this regard are submitted annually to the International Labour Organization. No new substantive legislation directly affecting social welfare has been passed during the year.

595. Pensions and Other Benefits. Practically all officers—African, Asian and European—on the permanent establishment of the civil service now hold pensionable posts. Pensions are payable on retirement after completion of not less than ten years service and provision exists for commuting a portion—not exceeding one quarter—of the ultimate pension for a gratuity. There are a number of officers serving in non-pensionable posts whose appointments carry provident fund privileges. A few officers are serving on contracts which entitle them to the payment of gratuities on satisfactory completion of the contract. Some of the larger employers have schemes for pensions or other superannuation benefits for their employees, and provident funds have been established by native administrations. No state services in respect of such matters as old-age pensions, maternity, health or unemployment benefits are at present provided or contemplated. In the case of the indigenous inhabitants social security is largely assured by the traditional tribal organization. Where for any reason the traditional system fails to meet its responsibilities other arrangements have to be made and in this respect much charitable work is undertaken by missions and other voluntary organizations. Two settlements, one at Dar es Salaam and one at Tanga, are maintained for the accommodation of a few detribalized Africans who, by reason of age or other infirmity, are incapable of supporting themselves.

596. Probation System. Following the application of the Probation of Offenders Ordinance to the Dar es Salaam and Kisarawe Districts in October, 1950, and the satisfactory progress made up to the end of that year and recorded in the 1950 annual report, the application of the Ordinance was extended to the Tanga District in May, 1951. During the year under review the probation system has operated efficiently and successfully in the limited but important areas of the Eastern and Tanga Provinces to which the Ordinance has been applied.

597. Four African assistant probation officers have been trained and appointed. In Dar es Salaam out of a total of 215 probationers, only four have failed and been committed to prison. The provisions of the Ordinance have been invoked in all cases of juvenile offenders in Dar es Salaam throughout the year and in Tanga during the second half of the year.

598. In Dar es Salaam thirty-two probationers were under supervision at the beginning of 1951. Orders in respect of a further 183 persons were made during the year. Twenty-seven completed their period of probation. Of the 183 new cases, fourteen were juveniles, sixty-nine were young persons under twenty-one years of age, and one hundred were adults. All the adults were Africans. The juveniles included four Asians and the adolescents two. Probation orders were made in various types of criminal cases but five-sixths were cases of theft or allied offences. In Tanga orders were made by the courts in respect of fifty-five persons. Four were subsequently discharged and sent to prison. All the probationers in Tanga were Africans, six juveniles, twenty-two adolescents and twenty-seven adults. Forty-six of the cases in which orders were made were concerned with theft:

599. At the end of the year not one probationer was without suitable employment. Employers of labour and the Public Relations office have co-operated closely with the probation service throughout the year. A number of ex-prisoners who applied for help on discharge were assisted and employment was found for all those who applied. As regards the after-care of boys discharged from the approved school at Kazima, in the Tabora District, the response so far has been somewhat disappointing, but every effort will continue to be made to watch the interests of these young people.

600. The success which has attended the work of the probation service during the short time since it was established has been very satisfactory and the work will be extended as circumstances permit.

(g) Public Health: Sanitation

Public Health

601. **Departmental Organization.** The medical and health services of the Territory are operated by the Medical Department. The head of the department, the Director of Medical Services, has his headquarters at Dar es Salaam, and during 1950 an advance in the declared policy of the department was achieved by its division into four regions for administrative purposes as follows:—

Eastern Region—Eastern and Southern Provinces.

Central Region—Central and Southern Highlands Provinces.

Northern Region—Northern and Tanga Provinces.

Western Region—Lake and Western Provinces.

Each region is under the charge of a Regional Assistant Director of Medical Services, and it is the intention that as soon as staff is available a Senior Medical Officer will be posted as Provincial Medical Officer to each province. At present Provincial Medical Officers are posted only to those provinces in which the headquarters of a Regional Assistant Director of Medical Services are not situated.

602. The staff of the Medical Department is classified under the following headings:—

- A Administrative
- B Stores and Pharmaceutical Services
- C Hospital and Health Services
- D Specialist Services
 - (1) Dental
 - (2) Industrial Health
 - (3) Leprosy
 - (4) Malaria
 - (5) Mental
 - (6) Tuberculosis
 - (7) Sleeping Sickness
 - (8) Laboratory Services
 - (9) X-Ray
 - (10) Medical Education

603. Details of staff are given in Appendix IV. A. There is some difficulty in drawing a clear distinction between the curative and the preventive services, since in the present stage of development of the Territory many individual members of the service must be prepared to deal with a complexity of problems and many medical officers are concerned with both the prevention and the cure of disease.

As far as such a division is practicable, the following table shows the grouping of some of the principal posts for which financial provision was made in 1951:

<i>Curative</i>	
Specialists	14
Senior Medical Officers	5
Medical Officers (including Medical Officers of Health)	93
Senior Pathologist and Pathologists	3
Laboratory Superintendents	3
Matron-in-Chief and Matrons	5
Nursing Sisters, Male Nurses and Sister Tutors	126
Mental Nurses	8
Senior Assistant, Assistant and Sub-Assistant Surgeons	73
African Assistant Medical Officers	9
Senior Dental Surgeon and Dental Surgeons	5
Dental Mechanics	3
Physiotherapists	3
Radiographers	2
Radiological Technicians	2
<i>Preventive</i>	
Chief Health Inspector	1
Health Inspectors	34
Port Health Officer	1
Entomologist	1
Malaria Field Assistants	3
Senior Health Visitors and Health Visitors	18
Nutrition Officer	1

604. The municipality of Dar es Salaam has its own medical officer of health and other public health staff. There are also medical officers of health at Tanga and Lindi. In the smaller towns and the rural areas these duties are undertaken by the medical officers in charge of the districts or areas. Early in 1951 a port health officer was appointed for the port of Dar es Salaam.

605. The establishment of the pharmaceutical section of the Medical Department consists of one pharmacist, six assistant pharmacists and one stores accountant, with a staff of stores assistants. The special hospitals section includes the Kibongoro Tuberculosis Sanatorium and Hospital in charge of a specialist, and the Dodoma Mental Hospital, in charge of a specialist with a staff of male and female mental nurses.

606. The financial provision for the department made in the Territorial budget for 1951 (excluding the provision for public health services in the separate development estimates and in the native treasury estimates) was £853,295, of which £462,665 was in respect of personal emoluments. The following table shows the continuing increase being made in financial provision for medical and health services in the Territory.

	<i>General Revenue Medical Dept.</i>	<i>Development Funds</i>	<i>Native Treasuries</i>	<i>Totals</i>
	£	£	£	£
1939	212,715	9,318	21,676	243,709
1947	393,659	11,773	56,541	461,973
1948	400,600	41,385	61,346	503,331
1949	593,400	75,185	77,430	746,015
1950	689,990	98,730	82,369	871,089
1951	853,295	182,826	108,804	1,144,925

These figures do not include such items as medical building works provided for in Public Works estimates and public health measures undertaken by the various township authorities, or the expenditure on medical services by industry and voluntary agencies of which no accurate estimates are available.

607. **Staff Position.** The lack of qualified doctors and nurses has been one of the main difficulties in recent years preventing more rapid development of the medical and health services. The position has improved considerably in 1951

with the arrival of twenty-one new medical officers, senior medical officers and specialists, and twenty-two nursing sisters. This has made it possible to begin a system of upgrading medical stations which were previously under the charge of junior medical staff by the posting of medical officers and nursing sisters. The standard of rural medical stations should now improve with the appointment of district medical officers, one of whose primary functions is supervision of the rural units.

608. Plans and Progress. The first objective of the Medical Department is the provision of a balanced and efficient curative and preventive medical organization covering the whole Territory, as a foundation for more ambitious schemes required to improve public health and prevent disease.

609. One of the most important requirements is a steady increase in the medical, nursing and health inspectorate staff. Mention has already been made of the encouraging progress in recruitment of doctors and nurses, but there is still a great need for the training of Africans as nurses, midwives and medical and health ancillary staff. A comprehensive plan for the expansion of training was drawn up in 1951. This plan involves the establishment of a new central training centre in Dar es Salaam able to take a total of 500 medical and nursing students, while the centre for training of rural medical aids is to be expanded, and another training centre for midwives is to be opened at Tabora in the Western Province. The training of health nurses for employment on domiciliary work under the supervision of European health visitors will start in 1952 at Tukuyu in the Southern Highlands Province. A three year course for the training of assistant health inspectors to the standard required by the Royal Sanitary Institute Joint East African Examination Board has been arranged in co-operation with the Overseas Food Corporation to start at Kongwa in February. Missions receive grants-in-aid for the training of students to the Government standards, and there are now nine mission hospitals which have been approved for this purpose as training centres for medical assistants, nurses or midwives.

610. In the plans for urgently needed improvements in hospital facilities, the immediate target is to be one bed per thousand of the major population groups. A new building development programme has been agreed during 1951, and it is expected that eight new hospitals and various improvements to existing hospitals and training centres will be completed during the next two years, while the building of a large central medical training school and hostels in Dar es Salaam to accommodate 500 students is to be started in 1952. Owing to unavoidable delays it was not possible to start work on the new 400—600 bed group hospital in Dar es Salaam during 1951, but it is hoped that considerable progress will be made in 1952. Development plans also include the building of three leprosaria, each to accommodate 1,000 leprosy patients. The rebuilding of the tuberculosis hospital at Kibongoto is almost completed.

611. There are 411 dispensaries scattered throughout the Territory and maintained by native authorities. It is the object that the dispensary system be brought up to a greater standard of efficiency, with Government and native administration dispensaries working as one organization integrated into the medical service and designed to develop into rural health centres, with a preventive medicine bias, and centres of medical intelligence covering the whole Territory. Distances and shortage of medical staff make proper supervision of many of the present dispensaries impossible, and mission doctors are co-operating with Government by arranging to make regular visits of inspection to dispensaries within range of the mission medical stations.

612. Missions receive grants-in-aid for medical work where this is carried out under the supervision of qualified practitioners, and the results of this policy

have been seen during the past few years in the increasing number of doctors and qualified nurses entering the Territory for work with missionary societies. During the last five years the amount expended by Government on grants to medical missions has increased from £8,981 in 1947 to £54,776 in 1951.

613. Research. During 1951 work has continued on the research and development schemes mentioned in previous annual reports. The East African Medical Survey, which has now been established at Mwanza as a joint organization with the Filariasis Research Unit under a single Director, has continued its study of the basic problems of public health in rural areas, and has extended its field of research to investigate the problem of venereal diseases in the Bukoba area. The work of the Filariasis Research Unit has included several field surveys in different parts of the Territory, while investigations and field experiments with special reference to the effects of new therapeutic agents in the chemotherapy of filariasis continue. The headquarters of the Territorial Malaria Unit has been transferred from Muheza to Amani and research work connected with malaria has been carried out by the units under the direction of the Inter-Territorial Malarialogist.

614. Legislation. The following legislation affecting medical and public health work or related matters was passed during the year:

The Food and Drugs (Amendment) Ordinance, 1951 (Ordinance No. 45 of 1951).

The Infectious Disease (Declaration of Infected Area) Order, 1951 (Government Notice 90 of 31st March, 1951).

The Infectious Disease (Declaration of Infected Area) (Revocation) Order, 1951 (Government Notice 132 of 21st May, 1951).

Dar es Salaam Municipality (Streets) Bye-laws, 1951 (Government Notice 163 of 21st June, 1951).

The Township (Amendment) Rules, 1951 (Government Notice 188 of 20th August, 1951).

The Township (Amendment) (No. 2) Rules, 1951 (Government Notice 208 of 17th September, 1951).

The Township (Amendment) (No. 3) Rules, 1951 (Government Notice 231 of 2nd October, 1951).

The Pharmacy and Poisons (Control of Patent Medicines) (Amendment) Order, 1951 (Government Notice 269 of 1st November, 1951).

The Registration of Births and Deaths (Amendment) Rules, 1951 (Government Notice 273 of 13th September, 1951).

The Infectious Disease (Declaration of Infected Area) (No. 2) Order, 1951 (Government Notice 307 of 29th November, 1951).

The Workmen's Compensation (Amendment) Regulations, 1951 (Government Notice 332 of 30th November, 1951).

615. Training Facilities. As already stated a comprehensive plan for the expansion of training facilities has been prepared to meet the urgent need for more trained African medical staff. There are no medical schools in Tanganyika granting registrable qualifications but during 1951 there were seven students in training at the medical school of the University College of Makerere at Kampala, Uganda. The new buildings of this school, the first to be completed from the grants made from the Colonial Development and Welfare Fund, were opened in May of this year. The new buildings house biochemistry, physiology, pharmacology and physiological research laboratories. The main building houses the medical library—containing some 6,000 volumes under the care of a full-time librarian—the administrative offices, and the departments of anatomy and patho-

logy. These buildings are closely adjacent to the clinical departments and to the Mulago hospital where the medical students undergo their practical training.

616. Government bursaries and Colonial Development and Welfare Fund scholarships for training overseas are available for suitably qualified students of all races, subject to the fulfilment in the case of non-African students of certain conditions of residence.

617. In November, 1951, a Board entitled the Tanganyika Medical Training Board was established to regulate and supervise the training of medical and medical ancillary staff. The Board, which will prescribe syllabuses and regulations and appoint examiners for standard Territorial examinations, has both Government and non-official members, and it is intended to lay down revised and improved standards for the training of all types of junior medical and medical ancillary staff. Revised syllabuses and regulations for the training of medical assistants and assistant health inspectors had been approved before the end of the year.

During the year an advisory committee revised the syllabuses and regulations for the training of nurses and midwives, and drew up a syllabus for a new course for African health nurses whose duties will be primarily domiciliary, concerned with ante-natal care, child health and preventive medicine.

618. Some particulars of training carried out in the Territory during 1951 are given below:

(1) Government Training

- (a) *Medical Assistants.* The course lasts three years and the syllabus includes anatomy and physiology, medicine and minor surgery, hygiene, first aid, nursing, pathology and pharmacy. Thirty-seven students were under training in the medical training centre at Dar es Salaam during 1951. Of these, twelve third-year students passed the final examination and qualified in December.
- (b) *Laboratory Assistants.* Candidates for these posts take the first year of the medical assistants' course and then undergo specialized training in the Government Pathological Laboratory in Dar es Salaam. Nine students were under training during 1950, of whom all three third-year students passed the final qualifying examination.
- (c) *Pharmaceutical Assistants.* Like the laboratory assistants, these students attend a common first-year course with the medical assistants. They then proceed to a further two years training in the pharmaceutical department. A total of eight students were under training in 1951, of whom two passed the final examination in December.
- (d) *Hospital Stewards' Assistants.* The first course for hospital stewards' assistants started in 1951. The object of this training is to provide staff trained in medical stores accounting and procedure, hospital organization and clerical work.
- (e) *Rural Medical Aids.* The medical training centre at Mwanza, with accommodation for twenty-four students, provides a two-years' course for medical auxiliaries for service in dispensaries maintained by the native administration, and also for service with employers of labour and with missions. The course covers elementary medicine, first aid, hygiene, rural sanitation and microscopy. Eight medical aids completed the course successfully in 1951, while eleven students took the preliminary examination at the end of the first year of training.
- (f) *Nurses and Midwives.* There is a central training centre for male and female African nurses at Mweka near Moshi, with an annual intake of

twenty-five male students and an equal number of female students. The full course covers three years, and is organized on the "block" system, with periods of theoretical teaching interspersed with practical work in hospitals. The male students are drawn from the district hospitals, where they receive their practical training. The female students are resident at Mweka for the first eighteen months of the course during which time they get their practical experience at the Moshi hospital. For the second part of their training they are posted to the larger hospitals of Dar es Salaam and Tanga as resident students. Thirteen male students and eight female students passed the final examination in 1951.

Midwifery training to an approved syllabus is carried out on a small scale, an average of ten midwives passing the final examination each year, from both Government and Mission hospitals. Nine midwives obtained the Government certificate in 1951.

- (g) *Malaria Assistants.* Courses in mosquito control are held at the Malaria Unit at Amani under the direction of the Inter-Territorial Malariologist. The training includes instruction in the identity and bionomics of mosquitoes and details of the methods of control.

(2) Training by Missions

- (a) *Medical Assistants.* St. Andrew's College, Minaki, near Dar es Salaam (Universities Mission to Central Africa), provides a four-years' course for thirty students to a standard corresponding to that of the Government medical training centre at Dar es Salaam. The Augustana Lutheran Mission opened a training centre for medical assistants at the beginning of 1950, at Iambi in the Central Province. This training centre later moved to Bumbuli in the Tanga Province, and students are following the Government training syllabus for a three-year course.

- (b) *Nurses and Midwives.* There are now seven mission hospitals where nurses and/or midwives are trained for the Government certificates, and at least one further hospital will start training to these standards in 1952.

The following hospitals are approved training centres—Magila, Lulindi and Minaki hospitals of the Universities Mission to Central Africa; Mvumi hospital of the Church Missionary Society; Sumve hospital, White Fathers Mission; and the Ndanda and Mnero hospitals of the Benedictine Mission. In addition most of the larger mission hospitals undertake the training of subordinate nursing staff and dressers for work in rural areas.

Grants-in-aid are paid by Government to those missions which undertake the training of students to qualify for Government certificates.

619. **International and Regional Co-operation.** A list of the International conventions which have been applied to the Territory is given in Appendix XXI. The provisions of the international sanitary conventions relating to maritime and aerial navigation are fully observed, and a Bulletin of Infectious Diseases, giving the number of cases notified and the number of deaths from the five "convention" diseases (cholera, typhus, plague, smallpox and yellow fever), is published weekly. The Bulletin which includes also particulars of incidence of cerebro-spinal meningitis, poliomyelitis, relapsing fever and sleeping sickness is distributed to the neighbouring Territories and to the World Health Organization.

620. The established policy of collaboration and co-operation with other Territories in matters relating to public health has again been fully maintained during the year under review. Agreement has been reached between the governments of the Belgian Congo, Ruanda-Urundi and Tanganyika whereby certain health

measures affecting travel between the three Territories were relaxed within the provisions of the International Sanitary Convention, 1926, as amended by the International Sanitary Convention, 1944, Articles 57, 65 and 66. There is mutual exchange of epidemiological information between these Territories, and warnings are given of any evidence of epidemics of smallpox or other major infectious or contagious disease.

The Medical Department of Tanganyika provides assistance to the Government of Zanzibar in the supply of drugs and equipment.

621. Vital Statistics. No census of the population has been taken during the year under review. Arrangements were made for a census of the population in urban areas and this has been fixed to take place in February, 1952. The position in regard to civil registration remains as stated in previous reports. It is not yet possible to introduce a system of compulsory registration of births and deaths among the indigenous population generally. Limited experiments are undertaken by native administrations but there are still very great obstacles, due mainly to illiteracy and sparsely scattered populations, to be overcome before an effective system of registration can be established on a Territorial basis. The position is the same in regard to health and epidemiological statistics. The only statistics of this nature at present available are those covering a limited field and provided by hospitals and other medical sources.

622. Principal Diseases. Full details of the incidence of the principal diseases during 1951 are not yet available. Comparative figures of the number of cases notified or treated in 1949 and 1950, with the returns so far received for 1951, are given in the following table:

<i>Epidemic Diseases</i>			
	1949	1950	1951
Smallpox	1,045	6,390	789*
Cerebro-Spinal Meningitis	507	508	335*
Human Trypanosomiasis	1,412	625	368*
<i>Endemic Diseases</i>			
Malaria	141,205	159,533	—
Blackwater Fever	49	37	—
Relapsing Fever (Tickborne)	4,588	3,877	—
Ankylostomiasis	25,271	25,928	—
Schistosomiasis	13,316	12,245	—
Dysentery (Amoebic)	1,087	859	—
Dysentery (Bacillary)	1,012	1,532	—
Enteric Fever	336	457	—
Pneumonia	7,281	9,625	—
Poliomyelitis	63	14	11*
<i>Veneral Diseases and Yaws</i>			
Gonorrhoea	19,923	19,037	—
Syphilis	38,315	32,518	—
Yaws	61,823	52,374	—
<i>Tuberculosis</i>			
Pulmonary	6,221	5,078	—
Non-Pulmonary	1,020	1,584	—

*For the first ten months of the year. Later figures not yet available.

623. Smallpox is endemic in Tanganyika, with outbreaks of varying virulence occurring from time to time. The origin of the outbreaks is often obscure and it is probable that, owing to difficulty of communications and the fact that inhabitants of rural areas often fail to report mild cases of the disease, the incidence of smallpox is higher than the figures actually recorded. There was a steady decrease in incidence between 1947 and 1949, but in 1950 a heavy outbreak occurred which was largely confined to rural districts of the Southern Province, the comparative immunity of the inhabitants of the larger townships in the area being an indication of the high vaccination rate which has been achieved in the districts of

high population concentration. This outbreak was brought under control before the end of the year, and in 1951 there has been no major epidemic, although the disease continues to smoulder in the Southern Province and there was a small but sharp outbreak in the coastal area of the Eastern Province.

624. Towards the end of 1951 there was a sharp outbreak of plague in the Pare District of the Tanga Province. Later cases were reported in the Mbulu District of the Northern Province, and the Singida District of the Central Province. Plague is mildly enzootic in the Territory, particularly in the Singida area, and the main feature of the present outbreak has been the excellent results achieved with the use of streptomycin and the consequently low death rate. Two hundred and forty cases and 21 deaths had been reported by the end of December, by which time the outbreak appeared to be under control, only sporadic cases occurring in the affected areas. All available medical and health staff who could be spared from their immediate duties were sent to the areas concerned, and control measures consisted mainly of large-scale inoculation with anti-plague vaccine, disinfestation of houses with D.D.T. gammaxane, and the restriction of traffic to and from the affected districts. An unprecedented increase in the rat population has been reported from many parts of the Territory, and urgent consideration is being given to the problem of effective reduction.

625. Tuberculosis control work in the Territory is centred in the Tuberculosis Hospital-Sanatorium at Kibongoto on the slopes of Mount Kilimanjaro. Control comprises the combined work of a chain of dispensaries round the mountain, and of the hospital-sanatorium itself. The aims and functions of the dispensaries are to provide a centre for a home visiting service through which known infectious cases are visited and instructed in personal hygiene, and their contacts examined. New cases can be detected at an early stage, and the dispensaries keep in touch with and treat cases discharged from the hospital. Suspicious cases are sent from the dispensaries to the hospital for examination and decision as to whether in-patient treatment is necessary. The whole question of treatment and prevention depends on the smooth running of both the dispensaries and the hospital, which are dependent upon each other, and are served by the one unified staff. The greater number of patients treated at Kibongoto are members of the Chagga and Mbulu tribes, but patients from all over the Territory, and even from the neighbouring Territories, are admitted to the hospital. A large-scale development programme, which involved the rebuilding of the hospital, is now practically completed.

626. Leprosy. As a result of surveys carried out by the Inter-Territorial Leprologist it is estimated that there are approximately 100,000 cases of leprosy in Tanganyika—an incidence of 18.1 per 1,000 population.

627. There are at present twenty-seven leprosaria of varying sizes scattered over the Territory, as well as a number of subsidiary camps or dispensaries where treatment is given. Eleven of these settlements are administered by the Government and the remainder are in the charge of missions. British Empire Leprosy Relief Association staff has been provided for the two largest Government settlements. The number of patients resident in these leprosaria varies from time to time. The largest settlements are those run by the Benedictine Mission at Ndanda in the Southern Province, with almost 1,000 patients, and the Government leprosarium at Makete in the Southern Highlands Province. Other large settlements are those administered by Government at Chazi in the Eastern Province, by the Africa Inland Mission in the Lake Province, the Benedictine and Universities Mission to Central Africa Missions in the Southern Province, and by the Church Missionary Society and Augustana Lutheran Missions in the Central Province. Funds have now been allocated for the building of new leprosaria or the development and extension of existing ones to provide three major centres, each to accommodate 1,000 leprosy patients.

628. **Treatment of leprosy with sulphone drugs** is being carried out on a large and increasing scale, and the results are encouraging. The drugs are issued free to all centres, including mission stations where treatment can be given under qualified supervision. There are in many of the existing leprosaria a number of burnt out cases who are non-infectious and resistant to the new drugs. The maintenance of these people is a social rather than a medical problem, and plans for the control of the disease include the segregation of all infectious and treatable cases into leprosaria where they can receive controlled treatment.

629. **Prostitution.** In the rural areas as a whole where traditional institutions and sanctions still retain their influence prostitution is not a problem. Generally speaking it is confined to the towns and industrial areas. In the case of the latter, where the problem has arisen as the result of concentration of wage-earning workers, the remedy lies largely in stabilization of the labour force and the encouragement of workers to bring their families with them. Mention was made in last year's report of a special aspect of the problem as affecting the Bukoba District. During recent years there has been a growing tendency for women to leave the district to take up employment in domestic or other service and some of them also engage in prostitution. Investigations have shown that the underlying cause is to be found in unsatisfactory local social conditions within the Bukoba District itself and special measures are now being taken to deal with the problem. These include the posting of a woman welfare officer to the district with a view to improving the status and raising the prestige of women in the Haya tribe.

630. **Health Education.** The position remains as described in previous reports. The teaching of hygiene is given prominence in the curriculum of all schools. Books and pamphlets on health matters, printed in the Swahili language, have been issued both for use in schools and for general circulation. The spread of education in public health and sanitation is an important feature of the work of the health inspectorate staff, as it is of administrative and other officers on tour in the rural areas. Officers of the medical and other departments give practical instruction and advice in regard to the introduction of sanitary reforms and other public health measures and in many areas these efforts are reinforced by rules and orders made by the native authorities. In the various rehabilitation and resettlement schemes now in progress advancement in public health is a matter receiving particular attention.

631. With the extension and expansion of medical services throughout the Territory the process of health education will also grow. New dispensaries and clinics, as these can be established, will not only add to the facilities for the care and treatment of the sick but will also become new centres for teaching and propaganda work in connexion with the prevention of disease and the introduction of positive health measures. In this work African nurses and midwives have an important part to play. Mention has been made in an earlier paragraph of the drawing up of a syllabus for a new course for African health nurses whose duties will be primarily domiciliary. It is hoped in due course to build up a service of qualified nurses and midwives who will carry the benefits of modern medical treatment—ante-natal care, child health and preventive medicines—to the women and children in their own homes and spread instruction in general hygiene.

632. Resort to dangerous and injurious practices does not present a serious problem in the Territory and no necessity has arisen for the institution of any special measures to eradicate them. The spread of health and general education and the growing confidence in modern medicine and medical practice will do more than anything else to bring to an end the practice of any undesirable primitive customs.

633. **Vaccination: Inoculation.** Vaccination against smallpox is available free of charge at all medical centres and campaigns are undertaken from time to time. The speedy delivery of lymph to vaccinators working in remote and sparsely populated areas still presents a problem, but the improvement in air transport services has eased the position considerably.

634. Inoculations against cholera, plague and the enteric groups of fevers can be obtained at most medical stations if due warning is given. Inoculation against yellow fever is available at certain stations only. Certificates of these inoculations, and also vaccination certificates for persons travelling outside the Territory, are given in the approved international form and signed by a medical officer in accordance with the provisions of the International Sanitary Convention, 1944.

635. Large-scale campaigns have been carried out for the treatment of such widespread affections as yaws and standard treatment by injection in the case of a number of other diseases is part of the routine work at all Government medical centres and dispensaries. In this, as in all other aspects of sanitation and preventive and curative medical practice, the activities of Government, missions and other organizations or agencies are co-ordinated to the maximum extent possible.

636. During 1951 the following quantities of vaccine and sera were used:

Calf lymph	.....	172,060 doses
Cholera vaccine	.....	545 sets
T.A.B. vaccine	.....	13,925 c.cs.
Yellow Fever vaccine	.....	23,550 doses
Plague vaccine	.....	46,050 c.cs.
Anti-Plague serum	.....	5,000 c.cs.

637. **Maternal and Child Health.** Ante-natal clinics and maternity hospitals are provided by Government in the larger urban areas and by missions in other areas. Small labour lying-in wards are scattered throughout the Territory. Child health clinics are still mainly concerned with the treatment and care of sick children, but at a number of them teaching and propaganda work in connexion with the prevention of disease and the introduction of positive health measures is undertaken. The increasing number of women and children attending maternity and child welfare clinics is indicative of the ever-growing popularity of these institutions.

638. The services of doctors, nurses and other medical staff are available at all places where they are stationed for the medical care and treatment of children, and at Dar es Salaam and a number of other places there are special clinics for school children. The work of health visitors in their investigations and efforts to bring about improvement in hygienic conditions in African homes is an important contribution to the improvement of maternal and child health.

639. **Hospital and Medical Facilities.** Government hospitals or bedded dispensaries with medical facilities for the treatment of the more common tropical and other diseases are available to all sections of the community in the towns and district centres with a larger hospital at each of provincial headquarters, while specialist services are available at Dar es Salaam and Tanga. Mention has already been made of the tuberculosis hospital at Kibongoto, and other specialized hospitals include two for cases of infectious disease, at Dar es Salaam and Tanga, and mental hospitals at Dodoma and Lutindi. During 1951 arrangements were made for the latter, which is reserved primarily for chronic cases, to be administered by the Augustana Lutheran Mission.

640. Missions maintain twenty-eight hospitals with resident doctors, as well as a large number of smaller rural centres, many of which have accommodation for the treatment of in-patients. In recent years there has been a striking increase in the

number of estates and other industrial concerns providing their own hospitals and medical services. In 1951, a new hospital was opened by the Overseas Food Corporation at Nachingwea in the Southern Province. The hospitals and health services provided in the several areas in which the Corporation operates have added greatly to the medical facilities available in these regions.

641. Dispensaries have been established by native administrations throughout the Territory. The dispensary system provides the initial medical attention for patients in the rural areas and many of the dispensaries have limited accommodation for in-patients or for out-patients coming from a distance. Serious cases and those for which the dispensaries are not equipped to deal are sent to hospitals.

642. Particulars of the existing hospital services and the extent to which these are supplemented by other services are included in Appendix XVII. The following is a summary of the supplementary services, showing the agencies by which they are operated:

	<i>Government</i>	<i>Native Authorities</i>	<i>Missions</i>	<i>Private Bodies and Industry</i>
Dispensaries (Rural Medical Centres)	10	414	101	270
Maternity and Child Welfare Clinics	14	31	59	—
Sleeping Sickness Dispensaries	11	—	—	—

643. **Indigenous Practitioners.** There is no recognized standard system of indigenous medicine in the Territory but there are many tribal "medicine men." To the extent to which they confine their activities to the treatment of illness and disease they are mainly dispensers of herbal remedies, but many of them also lay claim to magical powers. Their activities are controlled and regulated only by the criminal law—for contraventions of the Witchcraft Ordinance or for proved actual harm caused by their use of poisonous substances—and by native law and custom, but the genuine practice of their medical knowledge is regularized by the provisions of section 20 of the Medical Practitioners and Dentists Ordinance, which reads:

"Nothing contained in this Ordinance shall be construed to prohibit or prevent the practice of systems of therapeutics according to native method by persons recognized by the community to which they belong to be duly trained in such practice."

644. Although their influence is undoubtedly declining and will continue to decline as education spreads and confidence in modern medical science grows, the activities of indigenous practitioners are still very widespread. There are still many people who will first consult the local medicine man and try his remedies before going to the dispensary or visiting a qualified practitioner. Many medicine men have an extensive knowledge of herbal remedies and sometimes do prescribe what might be said to be genuine medicinal treatment, but for the most part magical practices form an essential element of the treatment. It is not only modern medical science that distinguishes between curative and preventive services. The medicine man is prepared to prescribe cures for illness and disease and is equally prepared to produce "medicine" to ward them off. Faith in such powers is stronger in some parts of the Territory than in others, but it is widespread and is found among even the more sophisticated tribes.

645. **Nutrition.** A considerable amount of evidence has accumulated to show that, generally speaking, the level of nutrition of large sections of the African population is low. Frank cases of nutritional disease are not seen very often, but less evident manifestations of defective nutrition are prevalent.

646. Statutory regulations for the proper feeding of labour provide for a minimum scale of rations based on nutrient values and include a schedule giving the analysis of local foods with a suggested diet. Most employers issue rations in uncooked form, but certain concerns provide cooked meals and this practice is increasing. Arrangements for the supplementary feeding of day school children are still limited. At a few schools milk is supplied from the school dairy herds, while at a number of day schools a midday meal is provided. In the case of the smaller schools the meal is normally restricted to the customary local diet, except to the extent that it can be supplemented by produce from school gardens.

647. No organized nutritional surveys were carried out in 1951, but a Nutrition Officer was appointed during the year and attached temporarily to the East African Medical Survey and Filariasis Research Unit to study nutritional conditions on the island of Ukara on Lake Victoria.

648. **Natural Sources of Food Supply.** The wild life of the Territory provides an important source of food supply for the indigenous inhabitants, although much more in some areas than in others. With a few exceptions the flesh of all wild animals is eaten. The carnivora—lion, leopard, hyena, etc.—are in general excluded and few tribes will eat the flesh of any of the simian species. Most tribes have their family or clan taboos and Mohammedans will not eat the flesh of the porcine species. The Masai will not eat the flesh of any wild animal. Wild birds are very widely used as food. Fish, particularly in a sun-dried or smoke-cured form, is a very popular article of diet with most of the inhabitants. In many areas insect life—locusts, flying ants, and various grubs—provides another acceptable article of diet. Many wild fruits and nuts are eaten in season and various leaves, seeds, roots and fungi are used, particularly in times of food shortage. Wild spinach is used extensively throughout the Territory and various plants are in common use as seasonings and flavourings. Honey in considerable quantities is consumed by some tribes.

649. Protection of the animal and bird life of the Territory is afforded by the provisions of the Fauna Conservation Ordinance, which was passed in June of this year. This legislation, which replaced the former Game Ordinance, provides for the declaration, administration and control of game reserves, controlled areas and partial game reserves, and regulates the hunting of animals. With the exception of the members of certain specified tribes no person may hunt any animal except under licence. The Fisheries Ordinance, 1950, provides for the control and regulation of the capture of fish and for the conservation of the stocks of fish in territorial waters. No special measures are or can be taken for the protection or preservation of the natural sources of food supply provided by wild fruits and plants.

Sanitation

650. **Disposal Methods, etc.** In the larger towns modern type dwelling houses and buildings and a proportion of the older houses have water-borne sanitation connected with a sewerage system, but the majority of dwellings still have individual pit latrines subject to inspection by health staff. Where there is no sewerage system houses with water-borne sanitation normally have individual disposal plants consisting of septic or Imhoff tanks and absorption pits or drains. In the smaller towns and the villages the pit latrine system is general and constant efforts continue to be made to encourage the adoption of this system by the people generally in the rural areas. The Public Health (Drainage and Sewerage) Ordinance passed in 1950 is designed to make better provision for the preservation of public health by measures of sewerage, drainage and sanitation generally in the Territory. Under this Ordinance any area of the Territory may be declared to be a sewerage area with a sewerage authority empowered to construct and maintain

public sewers. Other provisions deal with drainage and latrine requirements in both new and existing buildings.

651. Dry refuse collection is carried out in the larger towns by motor vehicles; in most of the smaller urban areas handcars are used. The methods of disposal used are controlled tipping and incineration. No special arrangements are made for the disposal of animal excreta, a matter which mainly concerns the villages in the pastoral area. The use of manure as fertilizer is increasing in a number of areas.

652. **Water Supplies.** The progress made in the development and improvement of the water supplies of the Territory has already been described in the earlier section of this report dealing with development programmes in general. In a number of urban areas modern filtration and sterilization plants have been installed and piped water supplies are available to the inhabitants. In the rural areas the sources of supply vary from water-holes, wells, springs and streams to modern storage and pipe-line supplies.

653. Regular inspections and tests of water are carried out in Dar es Salaam. Tests are not confined to domestic water supplies and samples are submitted for tests in connexion with industrial undertakings. The central pathological laboratory undertakes weekly bacteriological examinations and the Government chemist a monthly analysis of each source of supply and of the water as distributed to consumers. All coagulation, pH correction and chlorinating processes are controlled by regular tests with comparators or other apparatus. The orthotolidine test for residual free and combined chlorine is carried out regularly, in the case of Dar es Salaam at least once daily, and the chlorination process adjusted if necessary.

654. **Pest Control.** Measures undertaken for the control of pests dangerous to health are as follows:

- (a) *Anti-Mosquito Measures.* The Inter-Territorial Malariologist has his headquarters at Amani in Tanganyika, where the training of staff for employment on anti-malarial measures is carried out. A branch of the Ross Institute is established at Tanga for control of malaria on sisal estates. Anti-mosquito measures in the larger towns are carried out by their public health staff working under a Medical Officer of Health or Health Inspector. In the smaller settlements the work is undertaken by sanitary inspectors. A large number of mosquito finders and oilers are employed.
- (b) *Anti-Tick Measures.* During the last few years much experimental work has been carried out in the use of insecticides, particularly gam-mexane, in dealing with infestation in dwelling houses. Very satisfactory results are being obtained, and in some of the larger towns, notably Mwanza, Tabora and Morogoro, control measures have been particularly successful.
- (c) *Anti-Tsetse Measures.* Control measures consist primarily in the clearance of tsetse infested bush country and steps to arrest the spread of the fly. Pedestrians and vehicles on roads or much used tracks crossing barrier clearings or passing from heavily infested areas are subjected to a deflying process. At some points catching nets are used; at others vehicles are driven into a closed chamber and sprayed with insecticide.
- (d) *Rats.* Mention has already been made of the recent outbreak of plague and increase in the rat population. Measures for the eradication of rats consist of trapping, poisoning and gassing, and improvement of the general hygiene of food storage buildings, disposal of waste matter, etc.

Particular attention is paid to anti-rat measures in the port areas and routine examinations of rats for plague are carried out at the pathological laboratories at Dar es Salaam. As already stated, plans for intensification of the anti-rat campaign are being urgently considered.

655. Such measures as the systematic control of stagnant water are practicable only in towns and areas of close settlement. In the urban areas the responsibility rests with the Municipal Council, the Township Authority or the Minor Settlement Sanitary Authority, as the case may be. Elsewhere where disinfection or other control measures are possible they are undertaken by the health officers and inspectorate.

656. **Food Inspection.** The inspection and control of food sold to the public are an important part of the public health measures taken in the Territory. In an urban area a medical officer of health, a health inspector or a sanitary inspector, is empowered to examine any article exposed for sale as food for human consumption and may inspect any premises, such as shops, restaurants, markets, dairies, butcheries and slaughterhouses. These powers are conferred by the Township Rules, which also contain provision for the licensing of food premises, the seizure of unsound food and the control of milk supplies. By the Food and Drugs (Application) Order, 1949 (Government Notice No. 249 of 1949) the provisions of the Food Drugs and Drugs Ordinance, 1944, which deals with the prevention of adulteration were applied to the whole of the Territory.

657. Special provision is made in townships and minor settlements for the inspection of animals intended for slaughter for human consumption. In the larger towns inspection is under the direct supervision of Veterinary Officers, assisted by trained African personnel. In the smaller urban settlements, the work is carried out by trained Africans. The inspection and control of urban slaughter houses is a function of the Veterinary Department; when the carcasses leave the slaughter houses their further inspection and hygienic control become the responsibility of the urban authorities. The Township (Amendment) (No. 2) Rules, 1949, make provision for the enforcement of sanitary rules for the handling of meat in transit. In the rural areas rules made by the native authorities under the Native Authority Ordinance for the regulation and control of markets invariably include provision for the maintenance of cleanliness.

(h) Drugs

658. **Legislation.** All matters concerning drugs and pharmaceuticals are governed by the provisions of the Dangerous Drugs Ordinance (Chapter 94 of the Revised Laws of the Territory), the Pharmacy and Poisons Ordinance (Chapter 95), and the Poisons Rules, 1940. The latter Ordinance provides for the appointment of a Pharmacy and Poisons Board which controls the certification and registration of all persons carrying on the business of a pharmacist, and the registration of all premises in which such business is carried on. The sale of poison is strictly controlled and the Governor in Council is empowered to make rules for the control and regulation of, *inter alia*, the sale, manufacture, safe custody and storage, importation, exportation, transport and labelling of drugs and pharmaceuticals and the compounding and dispensing of poisons.

The sale of pharmaceutical preparations not containing scheduled poisons is not controlled by legislation, but provision is made in the Food and Drugs Ordinance for the regulation of such matters as the labelling and advertisement of all drugs.

659. **Conventions.** The following conventions relating to narcotics have been applied to the Territory:

- (i) The Opium Convention, 1912.
- (ii) The Dangerous Drugs Convention, 1925.
- (iii) The International Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, 1931.

660 **Narcotics.** During 1951 the following quantities of opium and its derivatives and other dangerous drugs were consumed. They were imported and used solely for medicinal purposes.

Medicinal Opium	10,000.00	grammes
Opium (as tincture extract, etc.)	2,990.77	"
Codein (as phosphate)	3,124.59	"
Morphine	2,266.32	"
Cocain	114.81	"
Physeptone	378.00	"
Pethidine	1,650.00	"

Marijuana is not in use as a medicinal preparation in the Territory.

661. Generally speaking, the inhabitants of the Territory are not addicted to the use of narcotic drugs. In some areas small quantities of "bhang" (Indian hemp) are still grown, but the use of the drug is confined to a very small percentage of the population and on a decreasing scale. The cultivation of "bhang" is a punishable offence.

(i) Alcohol and Spirits

662. **Types and Quantities.** The complete figures for 1951 are not yet available, but the quantities of non-indigenous liquors imported into or manufactured in the Territory during 1950 were approximately as follows:

Beer	752,000	imperial gallons
Brandy	35,000	proof gallons
Gin	14,000	proof gallons
Liqueurs	1,800	imperial gallons
Rum	180	proof gallons
Whisky	17,000	proof gallons
Wines	24,000	imperial gallons

Of these quantities all were importations except in the case of beer, of which 592,000 gallons were manufactured locally.

663. The customary beverages consumed by the indigenous inhabitants consist of palm and bamboo wines, and beers made from bananas, honey, maize or millets. The total annual consumption of beers made from grain varies with the harvests and when crops are good consumption is heavy in some parts of the Territory. Bamboo wine is made and consumed only in those areas where the bamboo grows, while palm wine is almost entirely a product of the coastal areas. Honey beer (mead) is consumed particularly by the Masai. During recent years European types of beers have become increasingly popular among Africans.

664. Provisions for the regulation of the sale and manufacture of alcoholic liquors are contained in the Intoxicating Liquors Ordinance and the Native Liquor Ordinance. Under the former, which, in effect, deals with the non-indigenous liquors, the sale of any kind of alcoholic liquor is subject to licence and local Boards are appointed in many areas to examine all applications and to make recommendations for the granting of licences. The manufacture of any intoxicating liquor in the Territory is prohibited except on a licence from the Governor. The distillation or manufacture of any spirits except denatured or methylated spirits is forbidden; the distillation or manufacture of denatured or methylated spirits is permitted only

on the authority of a licence from the Governor. In the interests of the indigenous inhabitants the sale to them of spirituous liquors, except by special permits in individual cases, granted on medical grounds, is prohibited.

665. The Native Liquor Ordinance applies automatically to townships only, but its application may be extended by regulation to any other area. Since the enactment of the Ordinance its operation has been extended to a number of minor settlements and specified areas. The Ordinance provides for the licensing of the manufacture for sale and the sale of indigenous forms of liquor and for the control of licensed premises. In some parts of the Territory spirituous liquors of great potency are distilled by indigenous persons. Various prohibitory orders had from time to time been made in this connexion, but, in order to simplify the position, the Native Liquor Ordinance was amended in 1941 to give the Governor powers to prohibit the manufacture, preparation, sale or possession by any person of any "native" liquor and use was made of these powers to order complete prohibition of the traffic in "moshi"; a term covering all the commoner forms of locally distilled spirits. Despite the prohibition, however, illicit distilling and consumption have continued and the penalties of contravention of the order have recently been considerably increased.

666. In the tribal areas the manufacture and sale of intoxicating liquors are frequently the subject of rules made under the Native Authority Ordinance. These rules also control the operation of and conduct on licensed premises, an invariable provision being the prohibition of the carrying of any weapons. Not infrequently restrictions are placed on the amount of liquor which may be manufactured, whether for sale or for private consumption, particularly during times of food shortage or threatened failure of crops.

667. In a number of urban areas, markets are established in which the manufacturers and sellers of indigenous alcoholic beverages rent stalls. In Dar es Salaam there is a large beer market in which sellers of beer and palm wine who have taken out municipal licences may rent stalls. There are also three bars for the sale of indigenous intoxicating liquors, two run by Africans and the other by the African section of the British Legion. In Tanga, Lindi and Mtwara the township authorities control the manufacture and sale of liquor. Such undertakings are subject to a provision of the Native Liquor Ordinance which requires that such proportion of the profits as the Governor may direct shall be expended on approved projects for the benefit and welfare of the local indigenous inhabitants.

668. **Import Duties, etc.** The following import duties are levied on alcoholic liquors:

(a) *Spirituuous Liquors*

- (1) Liqueurs, cordials and mixed potable spirits exceeding 3 per cent. of proof spirit—Shs. 66/- per imperial gallon.
- (2) Other potable spirits, exceeding 3 per cent. of proof spirit, e.g., brandy, whisky, rum, gin, Geneva and rectified spirits—Shs. 105/- per proof gallon.

(Note: No allowance in excess of 12½ per cent. is made for underproof.)

(b) *Wines*

- (1) Vermouth—Shs. 9/90 per imperial gallon.
- (2) Other still wines:
 - (i) Imported in bottles—Shs. 9/90 per imperial gallon (or 55 per cent. *ad valorem*, whichever is greater).
 - (ii) Imported in casks or containers of 5 gallons or over—Shs. 6/60 per imperial gallon (or 55 per cent. *ad valorem*, whichever is greater).
- (3) Sparkling wines:
 - (i) Champagne—Shs. 27/50 per imperial gallon (or 55 per cent. *ad valorem*, whichever is greater).
 - (ii) Others—Shs. 19/25 per imperial gallon (or 55 per cent. *ad valorem*, whichever is greater).

(c) Beers, etc.

Ale, beer, cider, perry and stout, all kinds, of a strength exceeding 3 per cent. of proof spirit—Shs. 7/50 per imperial gallon.

669. There is no maximum alcohol content for wines or beers and similar fermented beverages. The import duties levied in Tanganyika are the same as in Kenya and Uganda, but higher than in other neighbouring territories.

(i) Housing and Town Planning

670. **General Situation.** The general picture in regard to housing remains as described in last year's report. In the rural areas, where the people still build houses of traditional type, there is no serious problem. The standard of housing, both in design and construction, varies considerably in the different parts of the Territory, and in some areas is still very primitive. Generally speaking, however, dwellings of the traditional type can be easily and quickly built from local materials and there is no question of a housing shortage.

671. In the urban areas the position is very different and the shortage of houses still presents a difficult problem for all sections of the community. During recent years the rapid increase in urban populations has outstripped building capacity, and the problem is particularly acute in Dar es Salaam. Continuing efforts are being made to alleviate the situation and reference to the progress made will be found in later paragraphs of this report dealing with housing and town planning projects.

672. Housing accommodation for labour is required to conform to certain minimum standards laid down in the Master and Native Servants (General Care) Regulations, Government Notice No. 87 of 1947. Improvement in the standard of housing provided has been most marked in the longer-established agricultural industries, reflecting the high prices obtained for primary agricultural produce. In the case of the mining industry, which in some cases has been working under difficulties, improvement has on the whole been much less evident, but several concerns have embarked on extensive re-housing programmes. In general the supply of building materials has been easier, but costs continue to rise and the shortage of skilled building craftsmen is still an obstacle. Experiments in new building techniques, designed mainly to achieve a simpler and quicker method of construction, have been carried out by a number of private organizations, and some of these show promise of being suitable for wide application.

673. There is an increasing appreciation on the part of employers of the fact that permanent buildings are more economical in the long run, despite their higher initial cost. Prejudice against modern types of housing on the part of workers has greatly lessened and is now not found to any great extent except among those coming from some of the less advanced rural areas. At the same time many workers have still to learn how to use and maintain the better type of housing and the other amenities provided for them. Water-borne systems of sewage disposal in particular are often subjected to misuse. No wholly acceptable solution has yet been found to the problem of housing for workers employed on the construction of communications and other works involving frequent movement of the labour force. For the present temporary buildings constructed of local materials continue to be the most commonly used type of accommodation. Minimum standards are prescribed for such buildings.

674. **Improvements in Housing.** In this respect also some distinction must be drawn between the position in the rural areas and that in the urban and industrial areas. In the rural areas no special services exist for promoting improvements in housing. Building is not subject to the rules and regulations which operate in the towns, but every encouragement is given to native authorities and people to improve

their standards of housing and advice is always available. In some areas sheer necessity has brought about a gradual change in type of construction. A shortage of building poles, or the greater distances which have to be travelled to get them, has resulted in many Africans building with sun-dried bricks instead of the traditional mud and wattle.

675. In the towns the type of housing built by Africans is still mainly of traditional design and construction, but the need to comply with certain minimum requirements is resulting in a gradual modification and improvement in standards. A pattern for modern housing is set by the various housing schemes now in progress and new plans and designs for types of houses to meet the needs of all sections of the community are available. The architectural staff of the Public Works Department has been strengthened and the number of private architects and building contractors continues to increase.

676. **Housing and Town Planning Projects.** One of the most important items included in the revised development and welfare plan is the allocation of £1,230,000 for a programme of African Urban housing. Mention was made in last year's report of the measures which had been taken to alleviate the problem of housing shortage, both by the construction of houses and by the provision of plots on approved lay-outs for building by Africans themselves on traditional lines, but it has become increasingly evident that a much more comprehensive plan was needed. Under the present plan it is proposed to spend up to a quarter of a million pounds annually on the construction of houses in Dar es Salaam and other urban centres, the development of new and the improvement of existing housing areas, and the provision of assistance to Africans in building their own houses. The objective is to build 800 new houses a year. In Dar es Salaam 300 semi-permanent and eighty temporary type houses have already been completed and work is proceeding on a further 300. Work will shortly start on 300 houses at other centres. It appears probable that economic rents for these houses will be forthcoming and that subsidization may not be found necessary. Responsibility for the allocation of houses and the general administration of housing estates will devolve upon the municipal and township authorities.

677. Although the activities of the Town Planning Division have again been hampered by lack of professional staff during the year under review, a great deal of work has been done. Planning schemes are now in various stages of preparation for twenty-five townships and many of these are well advanced. Preliminary planning proposals for towns mentioned in previous reports were intended to keep planning one stage ahead of development and to ensure a logical and orderly pattern of development until more detailed proposals based upon deeper and more detailed research could be formulated. Several of these earlier schemes are now being revised, both in principle and in broad detail, as a result of such research as has been possible and as the outcome of two or three years close observation of the trend of development. Some of the schemes are still in the early stages, but are sufficient to ensure a proper measure of development control for the time being.

678. In almost every case there are so many imponderable factors arising out of the very newness of the problem, aggravated by the lack of vital statistics and of industrial and commercial history, that it would be rash to attempt to produce bold and fast schemes except in certain areas. One of the important factors which cannot be accurately assessed is the growth of African urban population. There is a perceptible drift of Africans from the country districts to the towns, in many cases the numbers involved bearing no relation to the industrial or commercial opportunities offered by the town. This new generation of urbanized Africans appears to follow no recognized law of economics and continues to swell the population of the towns without contributing noticeably to the industrial structure.

The extent to which this drift will affect individual towns cannot be assessed at present, and the problem is one calling for further research and investigation, both into causes and the possible remedies.

679. In general there seems to be a slow but steady increase in the interest taken in town planning, and in the understanding and acceptance of its principles. A great deal of development is taking place all over the Territory and has had quite a marked effect upon a number of the towns during the past year. For the most part the general public appear willing to co-operate and design their buildings in such a way as to conform with the planning scheme, and to enhance the amenities of the town, provided that they can get the necessary advice in the early stages. Until there are sufficient professional planning advisers available to assist the local authority, however, there will always be a considerable proportion of mis-directed and unsatisfactory buildings which fail to take full advantage of the many opportunities for improving the appearance and the perspective of towns.

680. One of the primary needs in practically every town at the present time is a comprehensive plan for the re-development and three-dimensional control of buildings in the town centres. It is in the bazaar and commercial areas in many of the towns that some of the most obsolete buildings and some of the most overcrowded dwelling conditions exist. The present spate of new building, particularly new shops, offices and other commercial buildings, provides an opportunity for clearing out and transforming these central areas. Systematic work in this most important field has been done so far only in Dar es Salaam and, on a much smaller scale, in two or three other towns. Every possible effort will be made, however, to produce proper re-development schemes for these town centres so as to direct into the best possible channels the flood of new building which is likely to continue over the next few years.

681. In many towns the stage has now been reached when the main framework of the town is planned more or less completely and is unlikely to be varied to any great extent over the coming years. In these cases, construction of roads, bridges, railway sidings, open spaces, industrial areas and other skeletal features is required, and fairly heavy public investment of this nature must take place during the next few years if private development is to proceed according to a proper and orderly pattern.

(k) Penal Organization

682. **Departmental Organization.** The administration of prisons and correctional institutions is the function of the Prisons Department, under the direction of the Commissioner of Prisons who has his headquarters in Dar es Salaam. Full details of the staff of the department will be found in Statistical Appendix IV. A.

683. European officers of the department are recruited both in the United Kingdom and locally. Those selected in the United Kingdom receive a course of instruction and training at various prisons there before coming out to Tanganyika to take up their appointments, if they have not already had experience in the United Kingdom Prisons Service. Officers recruited locally receive their training at prisons in the Territory. Subordinate ranks are trained at the departmental Prison Training School.

684. The prisons of the Territory are divided into three categories as follows:

- | | |
|---------------------------|--|
| (a) First Class Prisons: | for the detention of all classes of prisoners. |
| (b) Second Class Prisons: | for the detention of all classes of prisoners whose sentences do not exceed three years. |
| (c) Third Class Prisons: | for the detention of all classes of prisoners whose sentences do not exceed six months. |

685. In a special category is the Kingolwira prison farm, where the policy is segregation by prisons. Kingolwira, situated in rural surroundings, has accommodation for one thousand first offenders of both sexes, who are housed in separate prisons without security walls. It provides for the practical implementation of the policy that such prisoners should be usefully employed on constructive work of an instructional character, with the minimum of restraint and confinement. A large farm of 6,000 acres with dairy, workshops, brick kilns, etc., provides an extensive range of employment in modern methods of agriculture and animal husbandry. Two hundred gallons of pasteurized milk are railed to Dar es Salaam daily for sale to the general public. All building construction, upkeep of buildings, maintenance of roads and the aerodrome are carried out by prisoners. Prisoners trained in agriculture and dairy work, carpentry, blacksmithing, masonry and mechanics have no difficulty in obtaining employment on release from prison. Prison farms have also been established at Moshi and Tabora.

686. There is one correctional institution, an approved school, for juveniles. The Commissioner of Prisons is the manager of the school, and the resident staff consists of a superintendent, a matron, five teachers, eight instructors and a clerk.

687. **Prison Conditions.** Prisoners are classified under the following headings:

- First Offenders
- Non-recidivists
- Recidivists
- Remand prisoners
- Prisoners awaiting trial
- Juveniles
- Female prisoners
- Civil prisoners

688. A special prison is provided for female prisoners and as far as possible all women sentenced to imprisonment are transferred there, where they are under the care of a European matron. When it is necessary to hold a female prisoner on remand or to serve a very short sentence at any prison separate accommodation is provided, with appropriate female warder staff, if necessary engaged on a temporary basis.

689. Juvenile offenders ordered to be detained at the approved school are moved there without delay. Inmates of the school are classified according to age groups (there is no provision at the school for the reception of female juveniles) and any inmate whose period of detention has exceeded twelve months may be discharged with the approval of the manager. No young person may be detained at the school beyond the age of eighteen years. During 1951 there were eighty-five admissions to the school.

690. The regulation space assigned to each prisoner is 300 cubic feet. Hitherto it has not been possible to adhere strictly to that figure in all cases but with the near completion of several of the new first-class prisons it is now becoming possible to do so.

691. The general policy governing conditions in prisons is that as far as practicable all prisoners, irrespective of race, shall receive treatment in keeping with the mode of life to which they were accustomed before their imprisonment. This policy applies to all aspects of prison life, including diet and the issue of prison clothing. In regard to labour the allocation of tasks is also governed by such considerations as physical capacity and ability to withstand the effects of the climate. No social distinctions on grounds of race are recognized and this fact is emphasized by the arrangements being made to accommodate all long-term first

offenders in prison camps where they will be employed together on farm work. Particulars of prison dietary scales are given in Appendix XIX. B.

692. Most of the inmates of the prisons are there for short terms of imprisonment only and the education provided for them is given an agricultural bias. Long-term prisoners are taught trades in prison workshops. At the approved school inmates up to the age of fourteen receive full-time primary education. Most of them, including a large proportion of "problem children" who are not amenable to parental control, are illiterate on their admission to the school. Inmates over the age of fourteen are given vocational training—carpentry, building, road-making, farming and market gardening—with an hour's classroom education daily. All inmates are given instruction in elementary hygiene.

693. Prisons are visited daily by Medical Officers or other medical staff. When adequate treatment cannot be given in the prison, sick prisoners are removed to civil hospitals for treatment. Members of the Executive and Legislative Councils and Judges of the High Courts are ex-officio visiting justices for all prisons in the Territory and Provincial Commissioners are ex-officio visiting justices for all prisons within their respective provinces. Other persons have been appointed as visiting justices for specified prisons. The powers of visiting justices are prescribed by the Prisons Ordinance and a book is kept at each prison for the recording of the remarks, suggestions and recommendations of visiting justices. Under the Prisons Ordinance provision is made for the regulation of visits to prisons by prisoners' friends and by ministers of religion.

694. **Juveniles.** Juvenile offenders are liable to imprisonment but when it is found necessary to commit a juvenile person every possible care is taken to ensure his complete segregation from adult prisoners.

695. There are at present no specially constituted courts for juveniles, but under the Children and Young Persons Ordinance special provisions are made regarding the procedure to be adopted by subordinate courts when hearing charges against juveniles. Unless the juvenile is charged jointly with an adult, the court must, if practicable, sit in a different building or room from that in which the ordinary sittings of the court are held. Provision must be made to prevent juveniles whilst being conveyed to or from court, or whilst waiting before or after their attendance in court, from association with adults charged with or convicted of an offence. Further, in a court hearing a charge against a juvenile, described for the purposes of the Ordinance as a "juvenile court", no persons other than the accused and the parties to the case, their advocates and other persons directly concerned in the case may, except by leave of the court, be allowed to attend.

696. Special provisions of the law applying to the trial and conviction of juveniles are those of the Penal Code regarding the criminal responsibility of persons of immature age, and the provisions of the Children and Young Persons Ordinance regarding the conduct of the hearing of cases against juveniles. Under the Penal Code no child under the age of seven years is criminally responsible for any act or omission, and no child under the age of twelve years is criminally responsible for an act or omission unless it is proved that at the time of doing the act or making the omission he had the capacity to know that he ought not to do the act or make the omission.

697. **Prison Labour.** The Penal Code provides that all imprisonment shall be with or without hard labour in the discretion of the court, except where the law expressly prescribes the imposition of imprisonment only, without hard labour. Either sentence may be passed in the case of any class of prisoner and for the whole period of imprisonment. A prisoner sentenced to simple imprisonment, i.e., without hard labour, performs such light duties as sweeping, water-

carrying, etc., within the prison, but is not employed on any form of labour outside the prison. Hard labour may consist of any recognized form of manual labour and may be performed either within or outside the prison. Prisoners working outside the prison may not be employed at a distance of more than three miles from the prison without the sanction of the Commissioner. The maximum length of a working day is nine hours, including one hour's rest during which the mid-day meal is served. Prisoners working more than half a mile from the prison have their mid-day meal sent to them. On Saturday prison labour ceases at noon. Sunday is observed as a day of rest, but facilities for taking exercise must be afforded to the prisoners. Those employed on sedentary work and those confined in punishment cells are permitted one hour's exercise daily in the open air.

698. Prisoners are employed on carpentry, tailoring, blacksmithing, tinsmithing, laundry work, mat-making, rope-making, quarrying, brick-making, lime-burning, road work, agriculture and general labour. The prison five-year building plan is being carried out entirely by prison labour under the supervision of prison instructor staff. Prison labour is used largely by Government departments but is not hired out to private employers. No charge is made for the supply of labour to Government undertakings. Working parties are supervised by warders, the normal arrangement being one warder to five prisoners in isolated parties and one warder to every seven prisoners in the case of large gangs. At certain prisons the prisoners are now being mainly employed on re-afforestation schemes.

699. An alternative to imprisonment, known as extra-mural labour, is provided for persons sentenced to imprisonment for periods not exceeding six months or for the non-payment of fines not exceeding Shs.100/-. Persons opting for this form of punishment are allowed to spend the nights at their own houses and are employed during the day by Government departments on public works unconnected with the prison. No wages are paid but rations or ration allowances in lieu are provided. This system has not proved entirely satisfactory. The need for it is becoming less with the establishment of prison farms and although it is not proposed at this stage to abolish the system altogether steps are being taken to improve it and to restrict its use.

700. **Transfer of Prisoners.** European prisoners sentenced to a term of imprisonment exceeding three years may be sent to the United Kingdom to serve their sentences. All other prisoners serve their whole sentences in the Territory and normally at the nearest prison of the appropriate class to their place of conviction.

701. **Penal Sanctions.** The following punishments, other than fines and imprisonment, may be imposed by a Court:

- (a) Death.
 - (b) Corporal Punishment.
 - (c) Forfeiture.
 - (d) Payment of Compensation.
 - (e) Finding security to keep the peace and to be of good behaviour or to come up for judgment.
 - (f) Any other punishment provided by the Penal Code or by any other law or Ordinance.
- Item (f) refers to special punishments prescribed for certain types of offences, e.g., the suspension of a driving licence for offences against the Traffic Ordinance. All sentences of imprisonment are imposed for definite periods.

702. In areas to which the provisions of the Probation of Offenders Ordinance have been applied a court may, in any case in which the court is of the opinion that

the circumstances make it expedient to release an offender on probation, make a probation order in lieu of any sentence of imprisonment.

703. In regard to corporal punishment the policy of the Administering Authority is to bring the law in this respect into line with that of the United Kingdom and to bring about as quickly as possible the complete abolition of this form of punishment. The achievement of this objective is not immediately possible in view of the present strength of public opinion, among all sections of the population of the Territory, against such a step, but by propaganda and other means the policy will continue to be pursued. In the meantime the use of corporal punishment, which is given only with a light cane and under strict supervision, is restricted in the case of adults to certain categories of serious offences. In the case of juveniles caning is given only when the one alternative is to send the offender to prison. Sentences of corporal punishment may not be passed on females, males under sentence of death, or males over the age of forty-five years.

704. The law does not provide for penalties of forced residence. Deportation from the Territory cannot be imposed by a Court as a sentence, but a Court may recommend that a non-indigenous person convicted of a felony be deported, the final decision resting with the Governor in Council.

Except for deportation, the penalties inflicted are applicable to both indigenous and non-indigenous inhabitants.

705. **Prison Discipline.** Prisoners are normally unlocked at daybreak and after the morning meal labour gangs are formed and distributed for work. The evening meal is served one hour before sunset and at sunset all prisoners are locked up for the night.

706. For the commission of any of the offences declared by the Prisons Ordinance to be prison offences a prisoner is liable to any of the following punishments:

- (a) solitary confinement up to four days;
- (b) penal diet not exceeding four days;
- (c) loss of remission not exceeding four days;
- (d) hard labour for a period not exceeding seven days in the case of a convicted criminal prisoner not sentenced to imprisonment with hard labour.

707. In the case of aggravated or repeated offences any or more of the following punishments may be imposed:

- (a) solitary confinement with or without penal diet for a period not exceeding twenty-eight days, subject to confirmation by the Commissioner of Prisons of any sentence in excess of fourteen days;
- (b) loss of remission not exceeding twenty-eight days;
- (c) corporal punishment;
- (d) hard labour for a period not exceeding fourteen days in the case of a convicted criminal prisoner not sentenced to imprisonment with hard labour;

subject to the following provisions:

- (a) solitary confinement shall not be continuous for more than seven days, and an interval of seven days shall elapse before a further period of such confinement;
- (b) solitary confinement and penal diet shall not be inflicted unless and until the prisoner is certified medically fit to undergo it by the medical officer, or where no medical officer is available by the officer in charge;
- (c) solitary confinement may be combined with penal diet, but penal diet shall not be combined with hard labour;

- (d) if an offender is sentenced to penal diet for a longer period than seven days the penal diet shall not be imposed for more than seven days continuously without an interval of three days before it is again imposed;
- (e) a sentence of corporal punishment shall not be imposed on any prisoner other than a convicted criminal prisoner and shall not be awarded except for:
 - (i) mutiny or incitement to mutiny;
 - (ii) personal violence to a prison officer.

708. The need for the maintenance of a high standard of discipline in prisons is self evident but the question of disciplinary measures is kept constantly under review in its relation to the general question of prison reforms. Such measures as corporal punishment and solitary confinement are resorted to only in cases of aggravated or repeated offences when other disciplinary action has proved ineffective. The policy is to reduce such forms of punishment to a minimum with a view to their abolition as soon as possible. Corporal punishment, of which there was only one case during the year, is restricted to the three offences for which it may still be awarded in the United Kingdom.

709. **Prison Reforms.** The comment has been made in previous annual reports that as regards provisions for the care and treatment of prisoners, conditions in Tanganyika compare very favourably with those to be found in many other countries, and the position in this respect has been still further improved during the year under review. The main problem in the past has been that of shortage of accommodation but during 1951 considerable progress had been made with the five-year building programme designed to provide adequate accommodation by the replacement of the old and out-of-date prisons by new, airy and spacious buildings of modern design. With the completion of these new prisons a more effective system of segregation is now possible.

710. The prisons at Tabora and Maweni (Tanga) were completed during the year. The Overseas Food Corporation settlement at Hogoro, near Kongwa, was temporarily acquired by Government to ease the pressure on prison accommodation and an advance party of 120 prisoners occupied it towards the end of the year. Considerable progress has been made with the construction of 1st class prisons at Uhonga (Dar es Salaam), Mbeya in the Southern Highlands, and Burimba (Mwanza) in the Lake Province. All building work is carried out by prison labour.

711. The Broadmoor Institution at Dodoma was completed during the year and now accommodates all the mental patients (criminal) of the Territory, both male and female.

712. Isanga prison, Dodoma, is the 1st class prison to which all long-term recidivists classified as incorrigibles are transferred. Maweni prison at Tanga accommodates recidivists sentenced in the Northern and Tanga Provinces.

713. The prison farms at both Kingolwira and Moshi, the latter of which was completed in 1950, had record harvests this year. There was also an appreciable increase in production from the market gardens at the Tabora (Uyui) prison, which is already mentioned was completed this year.

714. **Remission System and Special Privileges.** Persons sentenced to imprisonment may be released prior to the expiration of their sentences on medical grounds or by release on licence. All prisoners sentenced to imprisonment for more than one month, who are industrious and of good conduct, earn after the completion of the first month of their sentences a remission of one-fourth of the remainder of their sentences. Special remission of sentences may be granted on grounds of exceptional merit.

715. Certain other privileges, for which there is no statutory provision, have been introduced as an administrative measure, with considerable success, in the case of prisoners undergoing long sentences. After the expiration of the first eighteen months of their service, prisoners who have been of good behaviour receive a small "wage" of fifty cents a month, which they may spend on cigarettes, tobacco or other small luxuries. Those whose conduct has been particularly meritorious may be employed as instructors in prison workshops and on other similar duties. If employed with labour gangs they act as checkers or foremen, and although not given any authority over other prisoners, they have a degree of responsibility for the supervision of their work. They are entitled to an additional shilling each month as "wages," and may write and receive one additional letter each month.

716. At the approved school good conduct is rewarded by privileges and the normal punishment for misconduct is the withdrawal of privileges. An earning scheme under which inmates of the school receive a daily wage is of considerable value. Inmates detained for periods exceeding one year who have been of good conduct are granted an annual holiday of up to fourteen days, normally under supervision but in special cases unsupervised. During the year twelve inmates were allowed to spend fourteen days leave of absence at their own homes without supervision.

717. The remission system is undoubtedly a powerful incentive to good conduct and industry, even in a Territory where, as is still the case in Tanganyika, no social stigma attaches to a sentence of imprisonment. The provision of training for prisoners gives them an opportunity of fitting themselves for useful employment after their release and there is no doubt that in most cases the recognition and reward of good conduct and industry—with other privileges and responsibilities in addition to normal remission of sentence for specially meritorious conduct—have a beneficial effect.

718. **Legislation.** The only substantive prison legislation during the year consisted of two Ordinances amending the Prisons Ordinance. The first of these (Ordinance No. 9 of 1951) gave effect to a number of minor verbal amendments, but also included a provision giving to the Commissioner of Prisons power to vary punishments imposed by officers in charge of prisons and to order that any punishment be reported to him for confirmation before being carried out. The purpose of this provision is to ensure a greater degree of uniformity in the punishments awarded for prison offences. The main provision of the second Ordinance (No. 31 of 1951) was concerned with the improvement of the extra-mural system. Hitherto the failure of a prisoner to attend for extra-mural employment has been dealt with as a breach of prison discipline. The new Ordinance removes from the list of prison offences cases in which a person who has received permission to work outside the prison fails to present himself at the proper time or absents himself from work. By the provisions of the Penal Code (Amendment) Ordinance, 1951, such offences are made misdemeanours under the Penal Code for which sentences of imprisonment or fine may be imposed by a court.

H. EDUCATIONAL ADVANCEMENT

(a) General Organization

719. **Departmental Organization.** The headquarters of the Education Department are at Dar es Salaam, where the head of the department, the Director of Education, and central administrative staff are stationed. For the purposes of administration in respect of African education the staff of the department is divided into provincial units in charge of Provincial Education Officers who are

responsible to the Director for all educational activities in their respective provinces. Provincial Education Officers deal directly with the educational secretaries of the voluntary agencies, who are specially appointed to act as the representatives of the agencies in their dealings with Government on all education matters. The Roman Catholic and the non-Roman Catholic group of Christian missions each has an Education Secretary General with whom the Director of Education deals on major matters likely to affect all the missions included in the group.

720. Full details of the establishment of the Education Department are given in Appendix IV. A, but the following table gives a summary of administrative and executive posts for which provision has been made. As an indication of the expansion of the departmental staff comparative figures are given for the years 1938, 1948 and 1951. The posts enumerated are purely departmental. They do not include any of the educational staff employed by the voluntary agencies. The list also omits the teaching and other staff employed in European schools and in connexion with the correspondence course for European children, but for the first time includes the technical training section which was formerly part of the Labour Department.

	1938	1948	1951
Director	1	1	1
Deputy Director	—	1	1
Assistant Directors	—	—	3
* Superintendent of Agricultural Education	—	—	1
* Superintendent of Technical Education	—	—	1
Inspector of Non-African Schools	—	—	1
Secretary	—	—	1
Accountant	—	—	1
Supervisor of School Buildings	—	—	1
Education Officers	26	49	57
Women Education Officers	4	18	29
Industrial Instructors	11	10	15
Clerical Instructors	1	2	2
Principals, Indian Schools	—	—	2
Education Officers	—	—	2
Indian Inspectors	1	2	2
Indian Headmasters	1	3	3
Indian Teachers	32	72	110
African Teachers and Inspectors	404	1,114	1,502
African Industrial Instructors	36	54	72

The establishment of the technical training section is as follows:

Principal	1
* Vice-Principal	1
* Education Officer	1
Senior Instructors	3
Instructors	15
Junior Instructors	35
Bursar	1
Camp Manager	1
Technical Storekeeper	1
Nursing Sisters	2

* Posts not yet filled.

721. The financial provision made for personal emoluments in the estimates for 1950 and 1951 was:

1950	£310,755
1951	£419,373

722. As evidence of the extent to which prominence has been given to the expansion of educational services in the Territory, comparative figures of the financial provision made have been included in successive annual reports. Further reference to the question of expenditure will be made in a later paragraph but the following brief comparative statement shows the accelerating rate of the increase

in financial provision for education during the last few years. The statement also indicates the sources from which funds were provided.

Year	General Revenue £	Development Funds £	Non-Native Education Authority Funds £	Native Treasures £	TOTAL £
1938	99,717	—	—	14,688	114,405
1948	379,390	118,011	—	98,430	595,831
1949	494,871	221,586	—	93,702	906,070
1950	581,594	337,737	95,911	119,428	1,503,505
*1951	972,653	185,000	464,746	123,913	2,075,276
*1952	1,175,252	275,174	782,030	123,913	2,075,276
			797,545	(150,000)†	(2,397,971)†

* Estimates.

† Provisional figures only. Detailed estimates have not yet been received from all native treasuries, although it is known that the total allocation will considerably exceed that made in 1951.

The appropriations for non-native education include the proceeds of the Non-Native Education Tax and also grants and loans to the respective education authorities for capital works, for which provision in the 1952 estimates is as follows:—Indian, £340,000; European, £218,000; Other Non-Native, £30,670.

723. Objectives of Policy. The main objectives of the educational policy of the Territory remain as stated in previous annual reports. Changing conditions and circumstances may necessitate adjustments or modifications of the machinery designed to implement the policy but its broad aims and objectives remain unchanged. Briefly restated, the ultimate objective is the building up of a community well equipped, by the advancement of education in its widest sense, to assume full social, economic and political responsibility. If education is to achieve its purpose it must clearly encompass much more than technical or academic training; it must provide both the incentive and the means for the attainment of a full measure of mental, physical and spiritual development. As has so often been pointed out, however, progress towards the ultimate objective depends on the achievement of the immediate objective of the educational advancement of the more backward sections of the Territory's population, and it is to this end that efforts must at this stage be mainly directed.

724. With this immediate objective in view a ten-year plan for African education was prepared. Its stated aims were to make the most profitable use of all the available resources in expanding the school system at all stages, so as not only to ensure that the greatest possible number of children might become literate in the shortest possible time and to provide the means of saving them from relapsing into illiteracy, but also to enable an increasing number of pupils to have the advantage of secondary and higher education to fit them to play an effective part in the development of the Territory. When the ten-year plan—an expansion of an earlier scheme included in the report of the Development Commission—was prepared in 1947 its authors advised that it should be reviewed after three years' working. It was recognized that the plan did not provide a complete answer to the problem and that both its speed and its scope would have to be increased as greater resources of staff, finance and materials become available. Quite apart from the need to revise the financial aspect of the plan in the light of the revision of salaries and the rising costs of buildings and equipment, the population figures on which the plan was based were shown by the 1948 census to have been considerably under-estimated. A scheme for the revision of the ten-year plan which was prepared in 1950 has since been approved and is now in operation. The 1950 plan was published as an appendix to the annual report for 1950.

725. Systems and Programme. In the present stage of the Territory's development it is still necessary to consider educational programmes largely on a racial basis. The need to press on with the provision of facilities for the indigenous

population is of prime importance as a first stepping stone towards the achievement of the ultimate objective of educational policy. Advantage of secondary and higher education facilities can be taken only by those who have a sound background of primary education and in this connexion the problem of language assumes great importance. The question of the language of instruction is one to which much thought has been given in many countries. Opinions on the subject are by no means unanimous but in the conditions existing in Tanganyika, where the speediest possible spread of literacy among the young generation is the immediate aim, it is felt that in the first years of their schooling children should be taught in the language in which they can most easily and readily assimilate knowledge. The question of teachers is another very important consideration. Any decision to change the language of instruction in primary schools would have the effect of depriving the Territory of the services of a very large proportion of the African teachers now employed and would slow up the spread of literacy for years to come. For the present, therefore, the question of language makes it necessary to maintain the existing system in the organization of educational facilities.

726. Primary schools for all races are conducted by Government and voluntary agencies and, in the case of the indigenous population, also by native administrations. Secondary education for the African and Asian communities is provided by Government and grant-aided schools. For their secondary education European children, if remaining in East Africa, go to Government or private schools in Kenya. A start has been made with facilities for secondary education for European children in Tanganyika by the establishment of multilateral secondary classes at the school at Kongwa which was taken over by the Government from the Overseas Food Corporation at the beginning of the year.

727. As regards African education, the revised plan, which covers the period to 1956, provides for a considerable increase in the target figure for pupils attending schools, increased provision for girls' education, teacher-training facilities, technical education and agricultural work in schools, and also for an increase in the provision for inspection and supervision. The revised programme involves a considerable increase in both capital and recurrent expenditure. The estimated total cost of capital works for the ten-year period is £1,423,000, as against the original estimate of £500,000. Under the original plan it was estimated that by 1956 the annual recurrent expenditure would reach the figure of £557,525; the revised estimate is £1,461,000.

728. An important project for the development of African education not included in the ten-year plan is the establishment under the Education Department of a Natural Resources School comprising, when complete, some 450 African students. At this school there will be provided, in courses of two to three years' duration, training not only for Junior Service personnel of the Agricultural, Veterinary and Forestry Departments, but also for teachers working in rural areas. All the teachers, as well as many of the other trainees at this school, will have been in employment for some time before entering the school and it is hoped that it will be possible to arrange for the wives of those of them who are married to attend the school and to undergo courses in housecraft, child welfare and similar subjects at the same time. This school will represent a cross-section of rural interests and should do much to stimulate a mutual understanding and team spirit in dealing with the problems of rural development. A sum of £300,000 has been provisionally allocated in the Development Estimates to cover the cost of this project up to the end of 1956. During 1951 the detailed planning of the buildings has been undertaken and also the planning of the layout by the Chief Town Planning Officer. A start has been made on building operations and it is hoped that the school will be opened with a nucleus of pupils about the middle of 1952.

729. As regards non-African education, the European and Indian Education Authorities, established in 1949 under the provisions of the Non-Native Education Ordinance, have continued to carry out their functions in regard to the organization of education for their respective communities, the maintenance of schools, and the control and management of funds. The education of Goans and other non-Africans who are neither Indians nor Europeans continues to be administered by the Department of Education with the assistance of a representative advisory committee. During the year the requirements and the financing of non-African education have been reviewed. It has been decided to increase the rate of non-native education tax as from the beginning of 1950—by 50 per cent. in the case of Europeans and 25 per cent. in the case of Indians—and to adopt a new method of calculating the basic annual contributions from general revenue to the funds of the Education Authorities.

730. During 1951 the Secretary of State for the Colonies and the Nuffield Foundation jointly sponsored a project to study educational policy and practice in the tropical African Territories. The chief purpose of this project is to re-examine the principles and assumptions on which present educational development in British Tropical Africa is based. The present study is being made by two small groups of educational experts, one for West and the other for East and Central Africa. The latter group, under the chairmanship of Mr. A. L. Binns, C.B.E., Chief Education Officer for Lancashire, visited the Territory for a period of six weeks in October and November, 1951. The three members of the mission travelled extensively throughout the Territory and visited a number of African schools and training centres of all types and grades. They met numerous officials, non-officials and missionaries interested in African education and accumulated a mass of opinion, both oral and written, upon educational policy and practice in this Territory.

The United Nations Visiting Mission during their tour of the Territory in August and September, 1951, visited a number of schools of all grades, managed by Government, native authorities and voluntary agencies.

731. **Legislation.** No new legislation affecting African education was passed during the year under review. Legislation affecting non-African education was as follows:

(a) **The Non-Native Education (Amendment) Ordinance, 1951.**

This Ordinance provided for an increase of two in the number of members of the Indian Education Authority and made the rules for the registration of teachers applicable to all schools and not only to assisted schools as in the past.

(b) **The Non-Native Education Tax (Amendment) Ordinance, 1951.**

This Ordinance made effective the increases in the rate of non-native education tax referred to in paragraph 730 above.

732. **School Buildings.** Considerable progress has been made with the building programme, despite continuing difficulties resulting from a lack of skilled supervisory and other staff and a shortage of certain materials and equipment. The teaching training centres at Mpwapwa and Butimba (Mwanza) were nearing completion by the end of the year. The boys' secondary school at Songea has been opened for first-year pupils (Standard VII) and building work continues. The buildings of the girls' middle school at Bwiru are ready for occupation in the new year. The new primary school at Mwanza was completed and numbers of other works were in progress in different parts of the Territory.

733. **Voluntary Agency and Private Schools: Regulations.** The establishment and operation of schools for the education of the indigenous inhabitants are

governed by the relevant provisions of the African Education Ordinance. This Ordinance applies only to schools at which secular instruction is given and the many institutions controlled by Missions solely for the purpose of imparting religious instruction and the numerous Koranic schools throughout the Territory are exempted from compliance with its provisions. No person may open or maintain a school, within the meaning of the Ordinance, unless and until such school is registered in the register of schools kept by the Director of Education, who may refuse to register a school unless the particulars required by him are supplied. The Ordinance also provides for the registration of teachers, and for publication in the official Gazette of lists of all teachers registered. An Advisory Committee for African Education has been established under the Ordinance, consisting of official and non-official members, the latter including representatives of the voluntary agencies and African members. Members of the Committee are among those empowered under the Ordinance to visit schools to examine records required to be kept by the Ordinance, and to listen to the secular instruction being given. The Director is empowered in certain circumstances, with the advice of the Committee and subject to the approval of the Governor, to order the closing of schools.

734. The educational work of voluntary agencies is by no means confined to that undertaken in registered schools, of which particulars are given in Appendix XX. The various missionary societies operate a large number of unregistered schools—frequently referred to as “bush schools”—throughout the Territory. Complete figures of enrolment as at the end of the year have not yet been received but the latest returns available show a total of some 5,100 schools with an enrolment of 210,000. The standard of secular education at many of these schools is not high, but, as has been remarked in previous annual reports, they perform a very useful function at the present stage of development.

735. The provisions of the Non-Native Education Ordinance govern the establishment and operation of schools for the education of children of the non-indigenous communities. In addition to prescribing the constitution and functions of the Education Authorities this legislation provides for the appointment of managers of non-government schools, for the registration of schools and teachers, and for the inspection of schools. Provision is also made for the closing of any school conducted in a manner detrimental to the physical, mental or moral welfare of the pupils attending it.

736. **Voluntary Agency and Private Schools: Grants-in-Aid.** Grants to private schools for the education of indigenous inhabitants are governed by the provisions of the African Education Ordinance and the Regulations made thereunder; grants to schools providing education for Asian and European children are made in accordance with the terms of the relevant special notices published in the official Gazette. The main conditions attaching to such grants are as follows:

(a) *African Schools*

- (i) The schools must be officially registered.
- (ii) No unlicensed teacher may be employed (Note: A licensed teacher is one who has failed to pass the certificate examination but is otherwise considered suitable as a teacher).
- (iii) The number of certificated teachers on the staff must not be less than the number of licensed (uncertificated) teachers employed.
- (iv) There must be a reasonable number of children attending the school in relation to the number of teachers employed.
- (v) Scales of salaries paid to African teachers must have been approved.

(b) Asian Schools

- (i) There must be no distinction of caste or creed except in the case of recognized communal schools.
- (ii) No pupil shall be compelled to attend religious instruction against the wishes of his or her parent or guardian.
- (iii) The school buildings must be maintained in a satisfactory state of repair and in good sanitary condition.
- (iv) Sufficient and suitable furniture and equipment for the instruction of the pupils must be provided.
- (v) The income of the school, including any grant-in-aid, must be used exclusively for the purpose of education in the school, and no part of any grant-in-aid may be used for any purpose other than that for which it is granted.
- (vi) The school must attain and maintain the standard of conduct and efficiency required by the Director of Education.

(c) European Schools

- (i) English must either be the language of instruction or be efficiently taught as a subject.
- (ii) Proper accounts of receipts and expenditure must be kept.
- (iii) Annual statements of accounts must be inspected by an officer of the Education Department or examined by the Accountant General's Department.
- (iv) The school must be efficiently conducted and maintained.

(d) General

All grant-aided schools are under an obligation, as a condition of the grant, to maintain a standard of education equivalent to that provided in a Government school of the same category and are subject to inspection by the Education Department to ensure that this condition is fulfilled.

737. The basis on which grants-in-aid are made is as follows:

(a) African Schools

Block grants to voluntary agency schools are calculated as a percentage of the salaries of the certificated and licensed African teachers employed. The rate at present payable is 95 per cent. of the salaries paid, including emergency allowances. During 1951 an emergency allowance, at present standing at 20 per cent. of salary rates, was approved for Government servants. Nearly all the voluntary agencies have fallen into line and similar allowances are paid to their teachers in assisted schools, 95 per cent. of the allowance being paid by Government as an additional grant-in-aid. Although the emoluments of teachers form the basis on which grants-in-aid are calculated, the grants are paid to the voluntary agencies and not directly to the teachers. Staff grants for qualified European staff are made at rates laid down from time to time in the regulations governing the payment of grants-in-aid. Building and equipment grants are payable at a rate not exceeding 50 per cent. of the capital expenditure on an approved work. Maintenance grants are payable in respect of pupils at post-primary and vocational schools and teacher training centres and equipment grants are payable to students completing the course at vocational schools.

(b) *Asian Schools*

Grants for salary purposes are made at a rate not exceeding two-thirds of the certified salaries of teaching staff, including emergency allowances on the scale approved for Government servants. Building and equipment grants are payable at a rate not exceeding two-thirds of the approved expenditure. Grants towards boarding costs may be made in necessitous cases.

(c) *European Schools*

Grants towards staff salaries are payable according to the number of pupils attending the school. Grants towards the maintenance of boarders may be made as necessary. Building grants are payable at a rate not exceeding two-thirds of the capital expenditure on an approved school and grants for materials according to the number of pupils.

738. *Scope of Curriculum.* The general position remains as described in previous annual reports. In the case of African schools there has been no change in the broad scope and purpose of the curriculum, although the differentiation as between the different categories of schools has been affected by the division of the school system into primary, middle and secondary stages. Since the primary schools are the foundation on which further educational advancement rests, the course of training which they provide must serve as an adequate stepping-stone to higher education. At the same time, since only a proportion of the pupils in primary schools will pass on beyond this stage, the primary course must offer something complete in itself. The plan is to make a minimum four-years co-educational course available to the greatest possible number of children of both sexes, with the ultimate objective of achieving universal literacy. The curriculum, which has now been revised, provides sufficient instruction to enable pupils completing it to take their place as enlightened members of the community, adequately equipped to pursue intelligently and in a progressive manner their normal activities in agriculture and animal husbandry, and able to take an active and intelligent part in local affairs. A syllabus for middle schools has been prepared and will be issued for trial in 1952. The purpose of the middle schools is to provide a further four-years course for those who proceed beyond the village school primary stage, to fit them to earn their living whether in private employment or by proceeding to the professional or technical courses open to candidates with the Standard VIII qualification, such as at trade schools, agricultural schools and teacher-training centres. The aim is to relate the courses in middle schools to the needs of their respective areas so that pupils leaving them will be equipped to follow the normal vocation of the area if they do not proceed to further education. The secondary school curriculum provides for a further four-years academic course following on from that of the middle schools and designed to equip those taking it to fill their proper place in the higher spheres of the public life of their country, or to give them the necessary qualifications for still higher education.

739. The details of the curriculum for each grade of the various schools in the Territory are as follows:

(a) *African*(i) *Primary*

The curriculum includes a thorough grounding in Swahili in reading, writing, arithmetic, geography, history and civics. A daily period is allowed for voluntary religious instruction irrespective of creed. Gardening, handwork, physical training and singing are taught, normally as out-of-class activities.

(ii) *Middle*

The curriculum includes English, Swahili, arithmetic, geography, history, civics, agriculture and animal husbandry, and handwork. Special emphasis will be placed on practical work in connexion with agriculture and animal husbandry and general handwork.

(iii) *Secondary*

The curriculum includes English, mathematics, general science, history, geography, vernacular study (Swahili), and religious instruction. Handwork, gardening, physical training and singing are also taught. The full course up to Standard XII prepares pupils for the Cambridge School Certificate examination as a qualification for higher educational studies.

(b) *Asian*(i) *Primary*

The curriculum of the Asian schools covers a six-year course comprising vernacular studies (Gujerati or Urdu), arithmetic, history, geography, hygiene, nature study and handicrafts. The teaching of English begins in the fourth standard. Physical training and games are included as out-of-school activities.

(ii) *Secondary*

The curriculum includes English, mathematics, general science, Indian history, geography, book-keeping and hygiene. The course covers six years, up to Standard XII, and pupils from this class take the Cambridge School Certificate examination. Physical training and games form part of the out-of-doors activities at most schools.

(c) *European*(i) *Primary*

The curriculum includes English, arithmetic, history (with particular reference to Africa), art, geography, singing and nature study. Religious instruction is included as a voluntary subject. In the upper forms teaching in algebra, geometry, general science, French and Latin is begun. Handwork, games and physical training are taught, largely as out-of-classroom activities.

(ii) *Secondary*

During 1951 a beginning has been made with the provision of secondary education in the Territory for European children. At the Kongwa school a multilateral secondary section has been opened which provides a two-year general course for children from 11 to 13 years of age, followed by academic, modern or technical courses.

740. As regards the teaching of languages, the following is the position in the several categories of schools:

(a) *African*

All pupils are expected to master Swahili during the first year of the primary course. Swahili is the "lingua franca" of the Territory and is practically the only written vernacular used in schools. The teaching of English is begun in the first year (Standard V) of the middle-school course and normally becomes the medium of instruction in the third year (Standard VII).

(b) *Asian*

Gujerati or Urdu is used as the medium of instruction up to Standard VI inclusive. English is first taught as a subject in Standard IV and becomes the medium of instruction in Standard VII.

(c) *European*

French and Latin are taught in the top classes of the Government primary schools. In the Greek and Afrikaans community schools Greek and Afrikaans respectively is the medium of instruction up to Standard IV. English is taught as a subject.

741. **Distribution of Schools.** The distribution of schools throughout the Territory is fairly closely related to population density but as many of the schools are conducted by missions the position is to a considerable extent governed by the distribution of missionary activities. The highest density is to be found in the Bukoba District of the Lake Province, the Songea and Masasi Districts of the Southern Province, the Arusha and Moshi Districts of the Northern Province, and the Tanga, Lushoto and Pare Districts of the Tanga Province. Most of the post-primary schools are at present situated in or near urban centres. Particulars of school enrolments are given in Appendix XX.

742. **School Fees.** The position in regard to the payment of fees at the several categories of schools is as follows:

(i) *African*

In most primary schools education is still free but the introduction of a small tuition fee, with adequate provision for remission in necessitous cases, is now being considered in some areas. Hitherto all primary education in Government schools has been free; fees at varying rates have been charged at most voluntary agency schools; in the case of native administration schools the practice has varied, small fees being charged in some areas and not in others. Some degree of uniformity in this respect as between the different types of schools in the same district is considered desirable, however, and therefore the charging of a small tuition fee, where the District Education Committee so approves, is now permitted. At Government secondary schools boarding fees of Shs. 100/- a year are charged, with provision for remission in whole or in part in all necessitous cases. In voluntary agency secondary schools the boarding fee varies considerably according to the economic wealth of the area and the financial resources of the agency itself. No fees are payable at Government teacher-training centres, but at most voluntary agency training centres fees are charged at the same rates as in the secondary schools.

(ii) *Indian*

Fees on a sliding scale are paid in the Government schools, with remission in necessitous cases. In the non-Government schools fees are charged, except that in the primary schools conducted by the Aga Khan Provincial Education Council fees are not usually paid for the children of the Ismailia community.

(iii) *European*

Fees are charged in the primary schools, but are remitted if necessary. Bursaries are awarded, if justified by the parents' circumstances, for secondary education in Kenya or South Africa.

743. Travel Facilities. Free travel concessions are granted on the railway and road transport services to pupils attending secondary schools, teacher training centres and senior girls' schools (post Standard IV) at a distance from their homes. Concessions are also granted to pupils attending European primary schools in view of the distance involved.

744. Physical Education. Physical training is included in the curriculum of all schools, and in most cases organized games form part of the pupils' physical education.

745. Medical Care. Most of the boarding schools for indigenous pupils have a dispensary with an African dispenser in charge, but cases requiring further attention are dealt with by the nearest medical officer. Children attending the primary schools go to the nearest dispensary or hospital for treatment. In the non-indigenous schools cases of sickness are referred to the nearest medical officer. The staff of the European boarding schools include resident nurses.

746. School Meals. Mid-day meals for day pupils are provided at some Government and native administration primary schools. Diet sheets for school children are submitted to the Medical Department for approval.

747. Scholarships. There is no form of scholarship entrance to any of the schools in the Territory, but scholarships and bursaries are awarded for higher education outside the Territory.

748. Higher Education. Facilities for higher education are provided by the University College of Makerere at Kampala, in Uganda. African students from Tanganyika who qualify for entrance to Makerere are eligible for Government bursaries covering the full cost of tuition and residence at the college. Considerable expansion is at present taking place at Makerere and this institution, to the maintenance of which all the East African Territories contribute, will for some time to come be able to accommodate all the students from Tanganyika who are likely to qualify for entrance. The number of students from the Territory in residence in 1951 was forty-nine, ten new students having been admitted at the beginning of the year. The present target is a total of two hundred students at the college by 1956 but it is hoped that it may be found possible to reach this figure at an earlier date.

749. Bursaries and scholarships are offered for suitably qualified students from all sections of the population. For African students assistance is available for those who have the necessary qualifications and wish to continue their studies abroad, or to take special courses of instruction. For non-African students bursaries are available for post-secondary studies abroad, subject to compliance with certain residential qualifications. Colonial Development and Welfare Scholarships are available for suitably qualified persons of all races who wish to obtain the necessary qualifications to fit them for higher posts in Government service.

750. At the end of 1951 there were eleven African students from Tanganyika studying in the United Kingdom. The available records in respect of the other races showed the numbers of Asian and European students in the United Kingdom to be fifty and thirty-three respectively.

751. Teachers: Training. One of the major problems still to be faced in the programme of educational advancement is the shortage of teachers. An important feature of the original ten-year plan was the provision made for teacher training and increased emphasis has been placed upon this requirement in the revised plan. Under the revised plan the target figure of sixteen training "streams" for Grade II men teachers has been increased to thirty, to provide for an annual output of 750. For the training of Grade II women teachers it is proposed

to establish fifteen centres to provide for an annual output of 375, and this necessitates a considerable increase in the staff of women education officers. As regards Grade I men teachers the existing training centres are adequate to meet the demand for the period up to 1956. As soon as sufficient candidates with the necessary qualifications are available it is proposed to provide for the training of Grade I women teachers at two senior girls secondary schools. The revised plan also includes proposals for the training of Grade I (Agriculture) teachers and industrial instructors.

752. During the year under review thirty-nine new Grade I and 481 new Grade II men teachers obtained their certificates. In addition twenty-six serving men teachers, previously uncertificated, gained Grade II certificates. Thirty-seven women students obtained their Grade II certificates and seven passed the examination for the women teachers lower certificate.

753. **Teachers: Qualifications, etc.** The professional qualifications of teachers are as follows:

(a) *African Schools*

European teachers in Government schools must have a university degree or an education diploma, teaching certificate, Froebel or Montessori diploma. In the case of non-British teachers in non-Government schools their qualifications must be approved by the Director of Education before they can be registered and permitted to teach English.

Certificated African male teachers are classified in two grades, Grade I and Grade II. The former, with two years' professional training after completing the academic course up to Standard VIII, may teach in primary schools in the vernacular. If they pass a special examination and practical test they may teach English in the upper standards of primary schools.

Certificated African women teachers—holding the Women Teachers' Certificate—must have had at least two years' professional teaching after completing their eighth year of schooling.

(b) *Asian Schools*

Asian teachers are graded according to their qualifications, as follows:

- | | |
|--|-----------|
| (i) Holding a recognized degree | Grade I |
| (ii) Matriculated with recognized certificates of training | Grade II |
| (iii) Having vernacular training only | Grade III |
| (iv) Unqualified (In non-Government schools only) | Grade IV |

(c) *European Schools*

The qualifications are the same as those required in the case of European teachers in the Government African schools, viz., a degree, of an education diploma, teaching certificate, or Froebel or Montessori diploma.

754. No licence is required by European teachers in European schools. Asian teachers with the qualifications of Grades I and II are registered but not licensed. Asian teachers in Grade III are registered only after they have given satisfaction as to their efficiency and ability to teach. Uncertificated African teachers are licensed on satisfactory completion of a recognized teacher training course, if despite their failure to pass the certificate examination, they are considered suitable teachers.

755. European teachers for Government schools, African and European, are normally recruited in the United Kingdom. European teachers for non-Government schools are recruited by the voluntary agencies concerned. Asian teachers for Government schools are mostly recruited through the Government agents in Bombay. Assisted schools make their own arrangements for the recruiting of staff from India. African teachers, men and women, are recruited from the secondary schools after examination for and successful completion of special academic and professional training courses at either Government or voluntary agency secondary schools and teacher training centres. Those who qualify for entrance to Makerere College are eligible for a Government bursary to cover the courses leading to the Makerere Diploma in Education. Provision is made for selected students to be granted scholarships for further study and training overseas. There is no provision for the training of Asian teachers in the Territory. There is an Indian Teacher Training Centre at Nairobi in Kenya at which there are at present two students from Tanganyika.

756. Teachers: Salary Scales, etc. The following are the salary scales at present in force. Minimum and maximum figures only are given but full details of incremental scales are shown in the territorial estimates. As from the 1st January, 1951, an emergency cost of living allowance has been paid. From January to June the rate was 15 per cent. of salary. It was increased to 20 per cent. as from the 1st July.

(a) African Teachers:

	Per Mensem
Makerere trained	Shs. 425 - 750
Grade I	Shs. 226 - 400
Grade II	Shs. 110 - 160
Licensed (depending on length of training)	Shs. 60/105 - 145
Women (certificated) with further increments in special cases	Shs. 84 - 128

African teachers in assisted voluntary schools receive the same salaries as Government employed teachers.

(b) Asian Teachers (Government Schools):

	Per Mensem
Headmasters, Grade A	Shs. 900 - 1,000
Headmasters, Grade B	Shs. 766 - 886
Assistant Masters, Grade I	Shs. 500 - 750
Assistant Masters, Grade II	Shs. 300 - 666

The maximum rates of the grants-in-aid for the salaries for Asian teachers in non-Government schools are 66.6 per cent. of the approved salaries.

(c) European Teachers:

	Per Annum
(i) African Schools	£550-1,320
Education Officers	£496-1,056
Women Education Officers	
(ii) European Schools	£550-1,320
Masters	£496-1,056
Mistresses	

757. Teachers' Associations. The Tanganyika African Teachers' Association is the only association of teachers in the Territory. Both Government and voluntary agency teachers are eligible for membership but the former comprise the majority of the members. No journals or bulletins are published by the Association.

(b) Adult and Community Education

758. General. As was remarked in last year's report the scope of community education in the now generally accepted sense of the term is very wide. It covers much more than the promotion of mass literacy—or of any other single aspect of social advancement—and in its full sense is largely synonymous with community development. As such it forms an integral part of the Territory's general develop-

ment programme and in many of the schemes now being carried out economic and social advancement are closely interwoven. It follows therefore that again in this year's report the subject of community education has been largely covered in earlier sections dealing with such matters as rural rehabilitation schemes and social welfare developments. In all the efforts directed towards the improvement of economic and social conditions the function of community education, making use of all available modern methods, is to overcome suspicion and prejudice and to create a desire for advancement and a willingness to accept changes, even when these mean a break with traditional tribal custom. The work of the administrative, technical and professional departments in such fields as the improvement of agriculture and animal husbandry, public health and education generally is reinforced by the specialized activities of the Social Development Department. Sociological studies and surveys are an important feature of the work and special attention continues to be given to the use of special films, film strips, lantern slides and other visual aids.

759. **Literacy Campaigns.** Particular mention has been made in recent annual reports of a pilot scheme in the Pare District of the Tanga Province, organized on the lines recommended by Professor C. H. Phillips of the London School of Oriental and African Studies. During 1951 the experimental stage of this campaign may be said to have been brought to a successful conclusion. The experiment has been a most valuable one and the lessons learned and the experience gained are now being applied experimentally in campaigns in five other areas.

760. The Pare scheme, which covered the northern part of the district, was in itself a comparatively small-scale experiment. Its aims and its achievements have been modest but all its targets have been reached and a first class foundation for further work has been laid. More than 1,500 persons, a large proportion of them women and girls, were involved in the literacy campaign. The test of literacy and the granting of certificates began in January, 1951. Successful candidates were then encouraged to attend a second stage school where, in addition to further practice in reading and writing, lessons and talks on agriculture, public health and hygiene are given. The fact that such a high percentage of those attending were women is largely accounted for by the absence of many of the menfolk at work in other areas, but the opportunity of concentrating on literacy work among women has been a valuable feature of the experiment. The results have shown themselves in the ease with which lessons on such subjects as agriculture and hygiene were absorbed by classes which had originally gathered only to learn to read.

761. The co-operation of the people in the Pare scheme has been whole-hearted. The background in the other areas where adult literacy is now being attempted varies widely, and not everywhere can it be hoped to find that strong inclination to self-help which has manifested itself among the north Pare people. It has been found, however, that provided the will to make an effort to learn can be aroused during preliminary discussions, the general technique of striking a bargain with the people—so that their share in the campaign becomes a genuine community effort—will work successfully. In many places direct incentives to achieve literacy have to be sought. In one community the required incentive was found and stimulated by the showing of one simple film, but what will meet the case in one area may be quite ineffective in another. There can be no rigid or uniform approach to the problem and techniques must vary in the Territory's widely differing areas.

762. Reference has already been made to the provision of facilities for adult education at community welfare centres, and to the part played by various voluntary organizations. The work of the missions is a most valuable contribution to the general campaign against illiteracy. At many of the unregistered "bush schools", where secular as well as religious instruction is given, the promotion of literacy

among adults is a feature of the work. Missions have expressed their readiness to assist in special literacy campaigns. Some of them and also interested individuals have sponsored small efforts in various parts of the Territory.

763. Supply of Literature. Very close co-operation and collaboration with the East African Literature Bureau have been maintained. As has been stated in previous reports, the Bureau was established in 1948 with a grant of £99,000 from the Colonial Development and Welfare Fund, for the purpose of stimulating production and distribution of literature for Africans, training Africans in this work, and building up a school of indigenous literature. The work of the Bureau, with its five sections—general literature, school textbooks, magazines, libraries, publishing and distribution—has made great progress during 1951. The value of books sold during the first eight months of the year was double that for the whole of the preceding two years, 1949 and 1950. Numerous textbooks for schools have been produced. Some of the books have been published under the Bureau's own imprint and others have been published jointly with commercial publishing houses. Distribution has again been greatly helped by the co-operation of local book-sellers. There are S.P.C.K. bookshops at Dar es Salaam, Tanga and Lindi and some fifty stalls at railway stations and market places in outlying towns and other convenient centres. In addition to the production of literature for general use the Bureau also undertakes the publication of material for special purposes. For example, mention was made in last year's report of the publication of a new and revised edition of 20,000 copies of the special syllabic primer which proved so successful in the Pare literacy campaign.

764. Literature, pamphlets and posters are received from the United Nations and are distributed widely throughout the Territory. A special request has been made for material suitable for translation into the Swahili language. Educational publications of the British Council are also distributed.

765. Some of the larger missions print and publish literature, most of it is in the vernacular. Newspapers in the Swahili language are published and distributed throughout the Territory by the Government. Reference has already been made to the production and growing circulation of provincial and district newspapers. Most of these are in Swahili with some items in English. They are supplied with official news bulletins, but their chief object is to present local news and views. They not only provide a most valuable addition to the reading matter available for Africans but, like the newspapers published by Government, afford them the opportunity of expressing their own views and opinions on a variety of subjects by letters or other contributions for publication.

(c) Culture

766. Indigenous Languages. The Swahili language, the "lingua franca" of the Territory, was first established in written form by missionaries nearly a century ago. It is the recognized vernacular language for official and educational purposes and standardization is undertaken by the Inter-Territorial Languages Committee. Several other Bantu dialects have also been established in written form. Their use is localized but study of them is maintained by missionaries. Study by individual officers is encouraged by Government by the award of interpreterships.

767. Intellectual and Cultural Activities. The general position is very much as stated in last year's report, and in regard to the development of intellectual and cultural activities among the indigenous peoples there is little to add to the information already given in this report. Reference has been made to the growth of an indigenous press, to the work of the East African Literature Bureau in promoting a school of African literature, to the activities of voluntary agencies in fostering

cultural pursuits, and to the part played by community welfare centres. The British Council, which towards the end of 1950 appointed a regional director for Tanganyika, has this year established its offices in Dar es Salaam. The Council is particularly concerned with cultural activities and during the year lectures have been given and films shown on a variety of subjects. As part of the general programme of stimulating interest in cultural pursuits an African and an Asian were sent to the United Kingdom for four months on British Council bursaries, while another African was entertained by the Council for six weeks as a visitor. The Council also made all the arrangements for a visit by five chiefs to the United Kingdom, the visit being sponsored and financed by the Administering Authority.

768. **Indigenous Art and Culture.** Handwork and art figure in the curricula of all schools in the Territory and there is an art school at Makerere College. Music and dancing are prominent features in the life of the indigenous peoples. There is a wealth of folk-lore and story-telling is an art for which many Africans have a particular gift. These arts and the natural gifts for dramatization and dancing are encouraged in the schools, and as far as possible indigenous songs, music and games are made use of in physical training. During 1951 the Director of African Music Research from Johannesburg travelled through the Territory and made a large number of recordings, so ensuring the preservation of indigenous songs and music. Mention should here also be made of the periodical, "Tanganyika Notes and Records", published by the Tanganyika Society, as a medium for the recording and preservation of items of interest in connexion with indigenous art and culture.

769. **Libraries.** Libraries and reading rooms are maintained by the several communities at centres throughout the Territory and most social clubs provide lending libraries for the use of their members. There is a public library of some 2,500 volumes at the King George V Memorial Museum at Dar es Salaam. At African community centres a free circulating library service is provided in connexion with the central welfare library at Dar es Salaam and books and periodicals are distributed to all centres. At some centres book clubs have been formed. Assistance in the establishment of reference libraries for Africans in certain townships has been given by the British Council, which has now started a central library at its offices in Dar es Salaam and small presentations of books have been made to schools. The Council also makes a free distribution of periodicals, posters and pamphlets to schools. Mention was made in last year's report of the inauguration of the libraries service of the East African Literature Bureau. A network of libraries has now been established throughout the Territory under the auspices of the Bureau, with standard reference works in English and other literature in both English and Swahili. In Dar es Salaam a library of United Nations records, reports and other publications is in formation.

770. **Archaeology.** Provisions for the protection and preservation of areas and objects of archaeological, palaeontological and historical interest are contained in the Monuments Preservation Ordinance. This Ordinance makes it an offence to destroy, remove, injure, alter, deface or imperil any object falling within the definition of a monument and declared to be a protected monument, and also provides for the declaration of "reserved areas" in which cultivation, building, felling of timber, mining operations and excavations are prohibited except under special permit. Provisions dealing with the preservation of objects of archaeological interest are also contained in the National Parks Ordinance.

771. Only a few small areas in Tanganyika have so far been subjected to intensive archaeological investigation but the results achieved have been of great interest and there seems little doubt that other sites of importance and interest await discovery. Prehistoric remains in the shape of implements, rock paintings and

engravings, and skeletal remains have been found from time to time. By far the most important discovery was that of the Olduvai Gorge, some thirty-seven miles from the Ngorongoro crater, made in 1911. Early work there led to the finding of fossilized remains of large numbers of extinct species of animals. Further work carried out some twenty years later resulted in the finding of stone age cultures at all levels throughout the 300 feet of ancient lake deposits exposed in the sides of the gorge. These discoveries made it possible to work out the most complete sequence of evolutionary stages of the great hand-axe (or Chelles-Acheul) culture ever found anywhere.

772. During 1951, Dr. S. B. Leakey, Curator of the Coryndon Museum, Nairobi, spent some time in the Kondoa District examining the rock paintings there, and carrying out excavations in an endeavour to correlate the paintings with the remains of stone age culture found in the deposits underneath them.

773. Protohistoric man has left traces in the form of dwelling sites and earth works, while historic remains of the Shirazi, Portuguese, Arab and other early invaders are to be found along the coast. Mention was made in last year's report of the preliminary survey of the ruins at Kilwa-Kisiwani undertaken during the latter half of 1950, and the interesting remains in this part of the Territory await further investigation. During the preliminary survey two hitherto unrecorded sites were discovered and finds were made of early coins from the Kilwa mint, as well as a quantity of Chinese porcelain and Persian and Egyptian glazed pottery.

774. **Preservation of Flora and Fauna.** Provisions for the preservation of living species of flora and fauna are contained in the Forest, Fauna Conservation and National Parks Ordinances and the regulations made thereunder. The Fauna Conservation Ordinance, which replaced the former Game Ordinance, was passed on the 25th June and came into operation on the 1st October, 1951. The new legislation attracted widespread interest and the views of numerous individuals and bodies were fully considered before it was introduced in the Legislative Council. The National Parks Ordinance, passed in 1948, came into operation in May, 1951. Control of the Serengeti National Park, which was first gazetted as a national park in 1940 and was proclaimed to be such under the provisions of the new legislation, has been vested in a Board of Trustees.

775. **Museums.** The King George V Memorial Museum at Dar es Salaam is a general regional museum, with ethnographical, archaeological, historical, geological and natural history sections. About half the available space is at present occupied by the ethnographical section for which considerable new material was collected by the curator during 1951. As already mentioned earlier in this report the museum also houses a well-stocked public library. At Dodoma the Department of Geological Survey maintains a comprehensive museum and the Game Department has a collection of trophies and other exhibits of interest at its new headquarters at Tengeru in the Arusha District.

I. RESEARCH

776. **General.** The year under review has seen considerable activity in all fields of research. The East African Research Services, to which reference has been made in an earlier section of this report dealing with the inter-territorial organization, have continued to cover on an inter-territorial basis much of the work in which Tanganyika is interested but there are also numerous research projects of a departmental nature carried out in the Territory. The following paragraphs give a brief summary of the work undertaken during the year.

III. Basic Services

(i) Land Surveys

Triangulation. Two-thirds of the Territory are controlled by chains of triangulation linked up with the triangulation now completed along the arc of the thirtieth meridian from South Africa to the Sudan, but the Southern Province is still lacking in any form of basic control. The resources of the Survey Division have for the last five years been strained to keep pace with the demands of township development and settlement projects. One field party of the Colonial Survey Directorate has been working during 1951 on a primary triangulation link from Kisumu in Kenya to Shinyanga, Tanganyika. Tertiary triangulation has been extended where required for cadastral or topographical surveys.

Topography. Topographic survey has similarly been curtailed in recent years owing to the pressing need for surveyors on cadastral work. An area of 200 square miles was contoured in the Kilosa and Mpwapwa districts, on the border of the Eastern and Central Provinces. The Colonial Survey Directorate have continued with their programme of air survey and have now produced a total of 146 sheets on a scale of 1/50,000 covering an area of about 61,000 square miles. These are preliminary plots only, in monochrome and, except for one or two sheets, are un-contoured. The sheets so far published fall in the Western, Southern Highlands and Southern Provinces. They are being used for revision purposes and also the production of maps in colour on a scale of 1/125,000 which are compiled and printed by the Government.

The area of the Territory now covered by air photography extends to approximately 133,000 square miles mostly in the Western, Southern Highlands and Southern Provinces.

Cadastral Survey. Cadastral survey continues to be the main concern of the Survey Division. Surveys to ensure orderly development according to town planning layouts were carried out in sixteen different townships. The most urgent demand has been for plots for African housing and for industrial plots.

A small increase in the number of private surveyors practising in the Territory has helped to reduce the backlog of surveys required for title purposes but this is still considerable. Government surveyors are employed on estate surveys when other priority work, such as Government settlement schemes and surveys for township development, allow, but the Government services are not designed to cover all the cadastral survey required for the establishment of titles.

Map Reproduction. Five new topographical sheets in colour were produced and six sheets revised and reprinted. Other important work was the production of eight new township sheets.

(ii) Geological Survey

Reference has already been made in section F (e) of this report to details of the work undertaken during the year by the Department of Geological Survey. Mining geologists of the Economic Co-operation Administration have continued their investigations in certain mining areas. While work is concentrated mainly in areas of potential economic importance or in stimulating production in established mineral fields, investigations of special problems, such as tertiary vulcanicity, rift valleys and pegmatite deposits, have also been carried out. The material requirements for engineering, building and communications projects have continued to be the subject of investigation.

778. Technological Research

(i) Medical

The medical group of the East African Research Services consists of the Medical Survey and Filariasis Research Unit at Mwanza, the Virus Research Institute at Entebbe, the Malaria Unit at Amani (Tanga Province) and the mobile leprosy unit. At the centre of the organization is the East African Bureau of Research in Medicine and Hygiene. This bureau is responsible for maintaining the closest co-operation and co-ordination with the Colonial Medical Research Committee in London, and also between the medical departments of the several territories and between the different medical research units. The future development of East Africa depends largely on effective preventive medicine, but there is still a lack of information regarding the principal diseases and disease conditions and special attention is being paid to this problem by the research services.

Among the work at present being undertaken is that of a medical survey team in the Sukuma districts of the Lake Province. Its work is integrated with a complete agricultural survey under the auspices of the Empire Cotton Growing Corporation. A field medical survey is being carried out among the isolated population of Ukara island in Lake Victoria, where an area of some thirty square miles supports a population of over 16,000. The survey team includes doctors, an entomologist, laboratory technicians and a health visitor. The work of the East African Medical Survey has recently been extended to the Bukoba District to investigate the problem of venereal disease among the Bahaya people.

The Filariasis Research Unit has been established to investigate methods of control of filariasis and to ascertain the extent to which the forms of filariasis found in East Africa constitute a threat to the welfare and the economy of the inhabitants. Research has shown that the disease is common on the coast and round the lakes. In one area of Tanganyika it has been found that over forty per cent. of the population are infected. Several field surveys were carried out during 1951 and work on the effects of new therapeutic agents continues.

The Virus Research Institute, besides testing yellow fever vaccines, is assisting the World Health Organization to delineate the southern boundary of the yellow fever area in Africa. Work at the Institute has demonstrated the effectiveness against yellow fever of the method of vaccination by scarification.

The headquarters of the Inter-territorial Malariologist were moved during the year from Muheza to Amani in the Tanga Province where all laboratory work and the training of staff for malaria control are now undertaken. Reference has been made in previous annual reports to the formation of a branch of the Ross Institute of Tropical Hygiene at Tanga, supported by groups of sisal estates. The value of the work undertaken continues to be increasingly demonstrated by the general improvement in the health of the workers.

An account of tuberculosis research and control work has already been given in the section of this report dealing with public health. A central hospital and a widespread chain of dispensaries have been established on the slopes of Mount Kilimanjaro to study tuberculosis among the Chagga, where the incidence of the disease is high. The work is in the charge of a specialist, assisted by specially qualified staff.

Research on leprosy continues. The survey undertaken by the Inter-territorial Leprologist has disclosed an incidence of eighteen per thousand of the indigenous population of Tanganyika. Advice on treatment and control of the disease has been widely disseminated.

In the central pathological laboratory at Dar es Salaam research has been carried out during the year on the local epidemiology of salmonellosis in Dar es Salaam. The laboratories at Shinyanga and Tinde (Shinyanga District) have continued their work as part of the East African Tsetse and Trypanosomiasis Research Services.

(ii) *Agricultural*

During 1951 the East African agricultural research organization has continued its basic research on general problems of agriculture, land usage, soil and water conservation, plant pathology and entomology. As regards plant disease research has been specially concerned with such problems as the mosaic and brown streak diseases of cassava, the rosette disease of groundnuts and the streak disease of maize. The most spectacular result of the year's work in this field was the discovery of the cause of and the means of controlling the "gumming" disease of coconuts.

Work at the various agricultural stations in the Territory where there are facilities for research has continued on the lines described in previous annual reports, and the following is a summary of these activities.

Sisal Research Station, Ngomeni, Tanga Province

The station continued to be financed and operated by the Tanganyika Sisal Growers' Association in conjunction with the Department of Agriculture, by whom it is staffed. A senior research officer is in charge, and he is assisted by a plant physiologist, a soil chemist and field staff. The new laboratories were equipped during the year with modern apparatus, and arrangements were made for the addition of spectrophotographic equipment in 1952.

At the present time the main work of the station is the investigation of problems related to the maintenance of soil fertility and the nutrition of the sisal plant. With the arrival of the soil chemist this work has now been extended to studying the physical and chemical properties of the principal soil types on which sisal is grown. The results of this research will be of great value to those working elsewhere in the Territory on crops other than sisal.

During 1951 nine new manurial trials were started on estates in the Tanga Province, bringing the total number of field trials, on and off the station, to thirty-five. Trials have shown very clearly the need for potassic fertilizers on certain soil types, the advantages of manuring bulbil nurseries with sisal waste, the benefit from mulching, and the losses which result from premature cutting.

Scientific workers of a private firm investigating control measures for the sisal weevil have been accommodated on the station, the investigation of sisal bole-rot continued, fibre tests were carried out, and new types of land-clearing and mulch-producing implements were tested. Nearly 9,000 citrus trees were sold at a nominal price to encourage the provision of fresh citrus fruit to estate employees and others. Two African computers have been taught statistical methods and are now capable of analysing the results of simple experiments.

Coffee Research and Experimental Station, Lyamungu, Moshi, Northern Province

The station is operated and staffed by the Department of Agriculture, the coffee industry contributing to its maintenance. With a crop of 88 tons of coffee in 1951 (from 126½ acres of trees, including 9 acres in their first bearing year) the station's revenue was such that both an expansion of activities and the repayment of loans from Government were possible. A senior research officer is in charge, and a plant pathologist and an entomologist are accommodated at the station. The work of these officers is not confined to coffee. A sub-station is situated at Mbosi, in the Southern Highlands Province.

Three new experiments and six off-station trials were started during 1951, three of the latter being on Moshi Native Coffee Board plots. These were designed to obtain further information on the yields of clones and seedlings of the same parent tree, on the yields of second generation seedlings and the seedlings of clones, on the suitability of certain seedlings and clones to the single and multiple-stem systems of pruning, on various modifications of standard pruning systems, and on substitutes for banana trash as mulch.

Further confirmation has been obtained from existing trials that significant increases in yield are obtainable by the following treatments:

- (a) The application of banana-trash mulch at the rate of 40 lb. per tree per annum.
- (b) Irrigation to the extent of making up the rainfall to 2 inches monthly.
- (c) A combination of (a) and (b).
- (d) The application of compost at the rate of four gallons per tree per year.
- (e) Pruning on the multiple stem system rather than the single stem system.

It has recently been found that response to these treatments may vary according to clone.

Ukirimuru Experimental Station, near Mwanza

A chief scientific officer, senior scientific officer, and other staff of the Empire Cotton Growing Corporation co-operate with the Department of Agriculture's botanist, the last-named being largely concerned with food-crop improvement.

Experiments which have continued over a number of years have determined the significant increase in cotton yields which can be obtained, under Lake Province conditions, by the application of manure or compost, the use of superphosphate followed by top-dressings of sulphate of ammonia, ridge cultivation, early sowing and thinning, and early weeding. The cotton breeding programme is a continuous one, and aims at higher yield, quality, and resistance to attack by the insect pest Jassid and by bacterial blight. The strain U.K.46 is now in general use in the Lake Province, and is proving superior to the strain MZ.561 hitherto issued. Trials of what are believed to be still better strains, U.K.48 and U.K.51, are proceeding.

Work on crop rotations and grass fallows continues and, although no conclusive results have so far been obtained, there has been an indication that there is a useful accumulation of available phosphates in land under certain types of grass fallow.

The botanist has been working on sorghum selection and breeding, aiming for strains and varieties showing high yield, palatability, suitability for partially or completely mechanized farming, good storage life, and other characteristics. During the year he has built up a large collection of strains and varieties, from Tanganyika and elsewhere, and the work proceeds. Other food crops have been the subject of trials and observation.

Ilonga Experimental Station, Kilosa, Eastern Province

A senior scientific officer and an entomologist of the Empire Cotton Growing Corporation are posted to this station.

The first improved strain of cotton for Eastern Province conditions is now ready for multiplication on selected holdings, and this should result in more uniform quality and higher yields. Boll-worm attack is a very serious problem in the Eastern Province, where maize (a host plant) is the staple food crop. The investigation of control measures has now reached the stage where a DDT and BHC dusting technique will be tried on a fairly large scale on the cotton grown by indigenous and non-indigenous cultivators. It is hoped thereby to evolve field techniques which can be applied throughout the Province. Greatly increased yields are expected to result from boll-worm control.

Coast Agricultural Station

Some 1,500 acres of land thirty miles north of Dar es Salaam were acquired during the year for the purpose of investigating and improving coastal crops and cultivation methods. Coconuts, bananas, cassava, rice, cashew-nuts, fruit and other crops will be the subject of planting and trial. Buildings are being erected and mechanical and other equipment has been purchased.

Other Agricultural Stations

Throughout the Territory there are stations, such as those at Mwanhala and Sumbawanga in the Western Province, Morogoro in the Eastern Province, the Mbulu Development Scheme farm in the Northern Province, Lushoto farm in the Tanga Province, the Dodoma tribal farm in the Central Province, the Mahiwa rice station in the Southern Province, and smaller native authority establishments in many parts of the Territory, where the agricultural problems of the neighbourhood are investigated with the help of the local agricultural officer. Many of these stations also serve as seed multiplication farms, distributing centres for new and improved crops after their trial at the station, centres for demonstration, and subsidiary training-centres for African agricultural instructors.

Southern Highlands Province Experiments

The Agricultural Officer (Experiments) continued his work on tobacco, wheat, pyrethrum, and other crops. The advantage of the correct placement of a balanced wheat fertilizer mixture and of superphosphate applications to pyrethrum were demonstrated.

(iii) Fisheries

The Lake Fisheries Research organization is engaged in the collection of data required for the economic development of existing fisheries and of others which it is hoped to bring into being. The Marine Fisheries Research organization came into operation during the second half of the year with the arrival of a marine fisheries officer. Work has started on an investigation of the migrations of fish from the open waters of the Indian

Ocean along the East African coast. A new motor vessel for Lake Tanganyika and a sea-going motor vessel for coastal waters are on order and delivery of these, with a quantity of experimental fishing gear, is expected early in 1952. This equipment will permit of an expansion of the work of the scientific officers engaged on both lake and marine fishery research. The fisheries officer (fish-farming) has continued his work on the pond-fattening of various species of "Tilapia", the raising of fry, and fish farming in conjunction with rice growing. The main centre of research is at Korogwe, Tanga Province, where twenty-three experimental ponds are now in use.

(iv) *Veterinary; Animal Husbandry*

Apart from the work on an inter-territorial basis undertaken by the East African Veterinary Research organization—dealing in particular with such diseases as rinderpest, contagious pleuro-pneumonia, east coast fever and helminthiasis—much specialized research is carried out departmentally in Tanganyika. Veterinary research is centred at the Mpwapwa Research Laboratory, where, in addition to rinderpest vaccine production, "ad hoc" investigations into field problems and more basic research are carried out. Animal husbandry research is centred at the Central Breeding Station at Mpwapwa, where all records are being centralized in a registry under the supervision of a livestock officer who has specialized in genetics. Experimental and demonstration farms are being developed in the Northern, Southern Highlands, Lake and Tanga Provinces. Pasture Research is centred at Mpwapwa and near Tabora. Pasture research programmes are also included in the investigations being carried out at the experimental and demonstration farms in the provinces.

Further experiments were conducted with a view to determining whether the "interference phenomenon" plays any part in the immunity to rinderpest of an animal in which both bovine and Kenya attenuated goat virus are present, and it was found that those animals which received bovine rinderpest virus before, simultaneously with, and up to eleven hours after Kenya attenuated goat virus developed rinderpest in what appeared to be an unmodified form. Those which received bovine virus forty-eight and fifty-seven hours after Kenya attenuated goat virus showed no appreciable difference in their reactions from those passing through the normal Kenya attenuated goat virus reaction. It was therefore concluded from the experiments carried out that no evidence of an "interference phenomenon" could be demonstrated.

Research into the duration of immunity to rinderpest following vaccination with Kenya attenuated goat virus or Mpwapwa inactivated tissue vaccine was continued. Experiments suggested that the assumption of life-long immunity being conferred on an animal reacting to the virus of rinderpest may not be well founded. Single vaccination with Mpwapwa inactivated tissue vaccine produced an immunity lasting six months, whilst triple vaccination at weekly intervals produced an immunity lasting fifteen to sixteen months.

Field experiments using Antrycide and Dimidium Bromide against trypanosomiasis were concluded and it was found that in both lightly and heavily infested tsetse country Antrycide Prosalt (at the dosages used in the experiments) and Dimidium Bromide used as prophylactics gave comparable results but Antrycide was significantly longer-lasting in effect.

Three new trypanocidal drugs were tested against the Kimagai strain of "trypanosoma congolense", which is a persistent but not lethal strain, and it appears that one of them, Ethidium Bromide, is as good a

curative drug as Dimidium Bromide. This experiment is not yet completed and is continuing.

(v) *Tsetse Fly; Trypanosomiasis*

The East African Tsetse and Trypanosomiasis Research and Reclamation services have continued their basic research work.

During the past year experiments have been carried out in Tanganyika in the dissemination of insecticide against tsetse from fixed-wing aircraft, for which grants were made from the research allocations of the Colonial Welfare and Development Fund. The second phase of the experiments was completed on the 30th June. It had been hoped that the results of the first two phases of these experiments would provide sufficient data on which to base a much larger experiment in the total reclamation of tsetse infested country, but after full examination of all the available data the Aircraft Trials Sub-committee of the Colonial Insecticides Committee recommended that further experiments and studies on a limited scale should be carried out. Funds to cover this third phase of experimental work, which it is expected will be completed within twelve months, have also been provided from the Colonial Development and Welfare Fund.

(vi) *Forestry*

The East African Forestry Research organization is engaged on an important and comprehensive programme dealing with the many problems affecting the prospects of soft wood plantings in East Africa. One result of the investigations made so far is that the canker disease of Cypressess, which has been found on Kilimanjaro, in the Usambara mountains and in parts of the Southern Highlands Province, is now being brought under effective control.

In the field of timber utilization research good progress has been made with the erection of a pilot sawmill at Moshi and the demonstration unit should be functioning fully in 1952.

A silvicultural research section of the Forest Department has now been established, with headquarters at Lushoto. The departmental silviculturalist has been engaged on a general survey of the position and in preparing a programme for future research work.

(vii) *Government Chemist*

The routine work of this department—dealing with food samples, drugs, water and toxology—continues to expand and there has been a large increase during recent years in the number of samples examined. Much of the work undertaken by the Government chemist is in collaboration with other departments and close co-operation is maintained with the various technical departments. The work carried out during the year has included such diverse investigations as the distribution of certain grass species in relation to soil types, mineral deficiencies in grasses, chemical control of beeswax and coconut oil, and analyses of trigona wax. Investigations are continuing into the "black tip" condition of coffee in the Mbosi area and in the analysis not only of soils but also of leaves from diseased and healthy trees.

Work on pyrethrum, papain and essential oils is carried out at the central laboratory. In the case of pyrethrum work is now mainly concerned with routine analyses in connexion with fertilizer and agronomic trials and stability tests. An improved method of papain assay has been evolved and quality control regulations are now under consideration. Work on essential oils includes assay of plant material and advice on cultural and distillation procedure and practices.

Soils research has continued in all areas where development work are proceeding and tests have been carried out on soils for the construction of roads, dams and aerodromes. The corrosive action of certain soils on steel piping has been ascertained. Methods of permeability determination have been investigated and full-scale experiments on moisture movements have been started.

In the clinical and toxicological section a method has been established for the estimation of phosphatases in blood in connexion with the treatment of rickets. Work has continued on various local indigenous medicines and poisons. Other activities have included investigations in connexion with the production of a ghee substitute from local materials, the manufacture of starch from cassava, the refining of crude cotton-seed oil, the curing of hides, the clarification and purification of waters for potability and advisory work on their treatment for industrial purposes, such as cooling systems and steam raising.

(viii) *Industrial*

As has been pointed out in previous reports, much of the research work undertaken by the department of the Government Chemist is of direct concern to industry. As regards work carried out on an inter-Territorial basis the East African Industrial Research Board has given priority to chemical, metallurgical, and road and building materials research. Continued use is made of the services of research organizations in the United Kingdom and elsewhere, to some of which subventions are made by the Territory.

779. Sociological Research. Sociological research workers at present engaged on investigations in Tanganyika fall into three categories, the Government's own research staff, workers from the East African Institute of Social Research at Makerere College, and workers from overseas sponsored by certain external institutions.

Of the Government sociologists one completed his investigations among the Sukuma people and arrangements were made for the publication of his work on "Sukuma Law and Custom". Towards the end of the year he started on a similar study among the Nyamwezi tribe. Another was engaged on a study of the sociological aspects of land usage in the heavily populated highland areas of northern Tanganyika, with particular reference to the deterrents which have hitherto operated against migration to and settlement in the adjacent plains. A third worker completed his study of the Makua tribe in the Southern Province and is now engaged on a study of the Makonde, an allied tribe in the same area. A fourth worker, an administrative officer, was seconded to the Sukuma Development Team towards the end of the year as a sociological research officer.

A research team of staff of the East African Institute of Social Research and workers attached to the Institute has been engaged on a co-ordinated programme worked out by the Institute in close co-operation with the Government of Tanganyika. A woman worker has been employed in the Bukoba District on a study of the position of women in Haya tribal society, where prostitution presents a particular problem. Two workers, financed by a grant made by the Netherlands Government, have been working among the primitive Ha tribe, in the Western Province, whilst another has studied the Zinza, an adjacent tribe living to the east of the Ha.

Workers from overseas included a Fulbright scholar who completed his work among the Mbugwe tribe early in the year. Another worker arrived at the beginning of the year, as a sociological research officer financed by a grant from the Colonial Development and Welfare Fund, to undertake a study of the Barabaig, a primitive pastoral people presenting a number of interesting studies and problems.

This worker spent the whole year in the Barabaig area and will continue to live there for a further year. A third worker, awarded a post-graduate studentship by H.M. Treasury Committee for Studentships in Foreign Languages and Cultures, arrived in May of this year to study the economic and social situation of the Indian communities in East Africa, with special reference to relationship with the indigenous African population.

J. PUBLICATIONS

780. **Laws and General Regulations.** Annual volumes of all the legislation enacted in the Territory are sent each year to the library of the United Nations.

K. SUGGESTIONS AND RECOMMENDATIONS

TRUSTEESHIP COUNCIL AND GENERAL ASSEMBLY

General

781. Matters forming the subject of conclusions and recommendations of the Trusteeship Council and the General Assembly of the United Nations have continued to engage the attention of the Administering Authority. Section K of last year's report described at some length the action which had been and was being taken in conformity with recommendations and resolutions previously adopted by the Council and the Assembly, and the further progress made in these matters has been described in the relevant earlier sections of this present report.

782. The most recent conclusions and recommendations of the Trusteeship Council are contained in Chapter I of Part II of the Council's report to the General Assembly, covering its third special session and its eighth and ninth sessions (Document A/1856). Most of the matters in question have been dealt with in earlier sections of this report, but it will be convenient to give a brief summary of the position. In the following paragraphs reference is made to specific points raised in the Council's report and to certain matters forming the subject of resolutions by the General Assembly at its sixth session.

783. As regards the general administration of the Territory, the Administering Authority has noted with gratification the conclusion reached by the Trusteeship Council at its ninth session that a sincere attempt had been made to carry out the recommendations of the Council and of its first Visiting Mission and that continued progress had been made in the development of the Territory and in the formulation of plans for future development. In the present report an effort has been made to show the further progress achieved during the year under review in all spheres of advancement and the Administering Authority confidently shares the hope of the Council that in succeeding years the pace of development will be still further accelerated.

Political Advancement

784. **Policy and General.** Section E of this report presents a full record of developments during the year in the sphere of political advancement. Progress is continued on the lines described in previous annual reports and with which the Trusteeship Council has expressed itself in accord. Various recommendations made by the Council from time to time on matters of detail have been noted and are being or will be implemented as fully and as rapidly as circumstances permit. There are few points at present calling for special comment.

785. **Local Government.** At its ninth session the Trusteeship Council accepted around the stress laid by the Administering Authority on the development of responsible local government institutions; recommended acceleration of the process of modification of indigenous tribal institutions along more democratic lines and intensification of efforts among the less developed tribes in order to avoid

excessive unevenness in political development; and urged the earliest possible establishment of local government training facilities. The information contained in section E (b) of this report, particularly in paragraphs 122-134, indicates the further progress made in the development of the council system and the establishment of the principle of popular representation, in implementation of the policy of modifying and developing the traditional tribal institutions as the basis of a sound system of local government on democratic lines. As has been stated the widely differing conditions to be found throughout this vast Territory still constitute an obstacle to uniformity of political development but the year under review has seen definite progress in this direction. As regards training facilities mention has been made in paragraph 146 of the establishment of a local government training school at which the first course is planned to start in July or August, 1952.

786. Provincial and Regional Councils. The Trusteeship Council at its ninth session, noting that the setting up of further provincial councils had been deferred pending approval of the recommendations of the Constitutional Development Committee, expressed the hope that the geographical basis of regional councils would be determined and further councils established as soon as possible. The Committee recommended that the question of regional organization should be made the subject of an expert enquiry. Steps have therefore been taken to select an expert and experienced Commissioner from outside the Territory and investigations in connexion with this and certain other recommendations of the Committee will start early in 1952.

787. Townships and Municipalities. The Administering Authority has noted the views of the Trusteeship Council regarding the desirability of establishing additional municipal councils. There is still only one municipality—Dar es Salaam—but as stated in paragraph 148 the township of Tanga is moving towards this status. All the principal officers required by a municipality have been appointed and rating valuation has started. The recommendation of the Trusteeship Council in this connexion is based on the consideration that municipal councils could become useful instruments in fostering the growth of a more representative form of government. The Administering Authority is in full accord with this view and looks forward to an increase in the number of municipalities. In the meantime, however, as the Council indicated in its report to the General Assembly, the fostering of the growth of representative local government in urban areas is not confined to those which have achieved full municipal status. The township authorities functioning in the larger urban centres are representative bodies and active consideration is being given to the granting of autonomous status to a number of the major townships. Twenty-one townships now have their own budgets of expenditure.

788. Further Constitutional Development. In accordance with the wish expressed by the Trusteeship Council at its ninth session, the report of the Committee on Constitutional Development is included as an appendix to this present report. As stated in paragraph 151 the Committee's report was published in August and was debated in the Legislative Council in November. The views expressed both by members of the Council and by members of the general public since the publication of the report are now under consideration by the Administering Authority. In the meantime, as already mentioned, steps have been taken to implement the Committee's recommendation regarding the appointment of a special Commissioner.

789. Inter-Territorial Organization. The Administering Authority has taken full note of the conclusions on this subject adopted by the Trusteeship Council at its ninth session and observes that no new issues were raised. As stated in paragraph 88 of this report there have been no changes in the organi-

tion during the year under review, nor are any at present contemplated. In the circumstances the Administering Authority can do no more than confirm the assurances already given and to some of which the Trusteeship Council refers in its conclusions. As regards certain specific points mentioned by the Council, the Administering Authority will certainly examine and weigh public opinion in the Territory before revising the provisions relating to the composition and functions of the East African Central Legislative Assembly. With regard to the East African Industrial Council, the question of industrial licensing is a matter kept under constant review and the Administering Authority will continue to exercise care to ensure that inter-Territorial industrial planning does not prejudice the economic development of the Territory and that the policy pursued in the licensing of new industries does not discourage local economic initiative. With regard to the safeguards enumerated in paragraph 7 of Trusteeship Council resolution 293 (VII), the recent Visiting Mission was able to visit Nairobi and to meet the Chairman, the Administrator and principal officers of the East Africa High Commission, and to discuss with them the work of the inter-Territorial organization as it affects Tanganyika.

Economic Advancement

790. **Policy and General.** The Administering Authority has noted the reference of the Trusteeship Council to the forestry concession in the Rondo area, which took the form of a partnership agreement between the Government of the Territory and the concessionaires, and will bear in mind the possibility of adopting similar arrangements in connexion with future concessions for the exploitation of the Territory's natural resources.

791. **Development Plan.** In a recommendation adopted at its ninth session the Trusteeship Council noted with satisfaction the considerable increase in the amounts to be spent under the revised ten-year development and welfare plan. The Council considered as sound the emphasis being placed upon such basic problems as communications, water supplies and natural resources, and expressed the hope that the policy of placing particular emphasis upon projects of direct benefit to the indigenous inhabitants would be continued. Information regarding the continued progress made in the implementation of the development plan is given in Section F and in Appendix VIII and these sections of the report indicate the extent to which the plan is designed to promote the interests of the indigenous peoples.

792. The original development plan was recast in 1950, in the light of rising costs, altered priorities and new requirements, and the revised plan was included in last year's report as Appendix I. The revised plan, which envisages an expenditure of some £24,000,000 during the period 1951-1956, fully absorbs the Territory's capacity to deal with projects of immediate necessity and importance, and is a more comprehensive plan for future development is now in course of preparation. In any future plans the Administering Authority will continue to adhere to its policy of safeguarding and promoting the interests of the indigenous population in the economic development of the Territory.

793. The Administering Authority has noted the recommendation of the Trusteeship Council regarding the promotion of schemes for providing cheap hydro-electricity. During the past year several small electricity schemes have been inaugurated and the possibility of promoting further schemes will be kept constantly under review. In this connexion, however, the limited extent of the permanent natural water supplies of the Territory is a serious obstacle to the promotion of large-scale hydro-electric schemes.

794. **Agriculture and Animal Husbandry.** The Administering Authority fully shares the view expressed by the Trusteeship Council in a recommendation

and conclusion adopted at its ninth session that the improvement of African agricultural methods is of great importance for the economic future of the Territory. The importance attached to this aspect of development will be gathered from the information given in paragraphs 313-316 of this report regarding improvement in cultivation methods. The agricultural services of the Territory are continually being strengthened and particular reference to the development of scientific experimentation and research is made in paragraph 778 (ii).

795. In regard to the measures being taken to relieve population pressure in certain areas and to open up new land for cultivation and settlement, the Trusteeship Council expressed a wish to receive further information on the progress made under the Administration's various resettlement and development schemes. This information is contained in paragraphs 298-308 and under the relevant items in Appendix VIII.

796. **Marketing of Agricultural Products; Co-operatives.** From the information regarding co-operatives given in paragraphs 402-418 it will be seen that the movement continues to expand and develop. The Administering Authority attaches much importance to the encouragement of this development and to the training of Africans in the principles and techniques of co-operative enterprise. Reference has been made in paragraph 418 to the fact that the co-operative training centre, to which the Trusteeship Council referred in its recommendation on this subject, will start work early in 1952.

Social Advancement

797. **Status of Women.** In its recommendation on this subject adopted at its ninth session the Trusteeship Council signified its appreciation of the reasons given for the comparatively backward status of women in the Territory, but urged that all possible steps, particularly in the educational field, to improve their status should continue to be taken. The importance of improving the status of women as rapidly as possible is fully appreciated by the Administering Authority and the matter is one receiving constant attention. One of the main points included in the revised ten-year plan for African education is an increase in the provision for female education, but the target set in the plan is regarded as a minimum one only, to be increased as soon as possible. In general the position in regard to the status of women is steadily improving, as noted in paragraphs 522-524 of this report. Reference is made in paragraph 524 to the interesting and significant fact that in a number of cases women have been more ready than men to take advantage of facilities for adult education and that women formed a high percentage of those awarded literacy certificates in connexion with the Pare social development schemes.

798. **Urban Housing.** At its ninth session the Trusteeship Council adopted a recommendation in which it urged the Administering Authority to accelerate the implementation of the programme of urban housing for which provision is made in the revised ten-year development plan. The acuteness of the problem is fully appreciated and every effort is being made to accelerate the programme. Information regarding the progress made is contained in paragraph 676.

799. **Labour.** In the first of its recommendations on this subject adopted at its ninth session the Trusteeship Council urged that particular attention be paid to the provisions relating to social welfare and conditions of employment of African labourers. The Administering Authority is confident that the high importance attached to these matters will be apparent from the information given in section G (e) of this report.

800. In the second of its recommendations on this subject the Council recommended that careful attention be paid to the wages and working conditions of inhabitants of Tanganyika employed outside the Territory and that suitable

arrangements be made for protecting their interests, including the possibility of establishing a labour advisory service for giving assistance and advice on matters relating to the terms and conditions of employment. The position regarding the migration of workers to places of employment outside the Territory is stated in paragraph 578. The majority of workers leaving the Territory go to the mining areas of Northern Rhodesia and the Union of South Africa. The movement, which is an entirely voluntary one of long-standing, is not one that can be prohibited. At the same time it is not one to be encouraged, since with the increasing demands for labour made by the expanding development programme it is most desirable that workers should remain in the Territory and not seek employment elsewhere. The Administration has, however, obtained full information regarding wages and working conditions in the areas to which workers from Tanganyika are accustomed to go and is satisfied that their interests are well protected. Information and advice are readily available to any workers desiring them but in fact, owing to the well-established nature of the movement, those leaving the Territory are fully aware of the conditions which obtain in the areas to which they proceed. It is part of the normal duties of the staff of the Labour Department to give advice and assistance to workers and reference is made in paragraph 576 to the useful purpose served by labour transit centres in this connexion. The Administering Authority has taken note of the views of the Trusteeship Council in this regard and the possibility of improving the position will be borne in mind, but it is doubtful whether the establishment of a special advisory service is necessary or desirable at present. A fact which cannot be overlooked is that with adequate opportunities for employment within the Territory workers would not seek employment elsewhere unless attractive conditions were offered. To make special arrangements to acquaint workers of the fact that higher wages than those at present current in Tanganyika can be obtained in the highly developed mining industries of South Africa and Rhodesia would be to encourage increased migration to those areas and would not be in the best interests of the Territory.

801. **Corporal Punishment.** The Administering Authority has taken full note of the recommendation adopted by the Trusteeship Council at its ninth session and of resolution IX of the resolutions adopted by the General Assembly at its sixth session on the report of the Fourth Committee. The policy of the Administering Authority remains as frequently stated, to bring the law in this respect into line with that of the United Kingdom and to abolish corporal punishment as a sanction of the courts, and the desirability of achieving this objective at the earliest possible date has been impressed upon the Government of the Territory. Immediate abolition of this form of punishment is, however, not practicable, in view of the strength of public opinion against such a step and the fact that adequate alternative methods of modern penology are not yet available. During the year under review a measure designed to reduce the number of offences for which corporal punishment may be awarded was introduced in the Legislative Council by the Administration, but was not passed by the Council. Only one of the unofficial members—a European—supported the measure, which was regarded by the other unofficial members of all races as premature. The Administering Authority has noted the recommendation of the General Assembly that legislation designed to abolish corporal punishment should be enforced immediately, but in view of the strength and solidarity of the opposition to the Bill introduced in the Legislative Council of Tanganyika the Governor did not feel justified in resorting to the undemocratic procedure of using the official majority to force the passage of a measure of this nature. The Bill was therefore reluctantly withdrawn and further consideration is now being given to the matter. The aim of the Administration remains that of bringing about the abolition of corporal punishment as rapidly as is possible without untoward effects on the great body of law-abiding citizens.

802. Medical and Health Services. The progressive increase in financial provision for medical services during recent years is shown in paragraph 606. Full details of the provision made in native treasuries for 1952 are not yet available but the total appropriations will be considerably greater than those made in 1951. The provision from general revenue for 1952 is £940,714, as compared with £853,295 in 1951, while the allocations from development funds are increased from the original estimate of £182,826 for 1951 to £271,720 in the approved estimates for 1952. The facilities for the training of African medical staff are described in paragraphs 609 and 615-618.

Educational Advancement

803. Policy and General. The revised ten-year plan has been adopted and is in process of implementation. The Administering Authority has noted the hope of the Trusteeship Council that the revised programme will be implemented if possible before the target date and every effort will be made to achieve this desirable objective. It must be observed, however, that while there is reason to hope that certain of the targets may be reached before 1956, the programme in general is based on what is believed to be a realistic appreciation of the position and of the Territory's present capacity to provide for the expansion of educational facilities. The increasing financial provision for education is shown in paragraph 722.

804. Industrial and Vocational Training. As already mentioned the recommendations in the revised ten-year plan have been adopted. The importance of increasing the facilities for the training of Africans for the administrative and technical services is fully recognized. As stated in paragraph 728 work has started on the building of the natural resources school.

805. Teacher Training. Every effort will be made to accelerate the expansion of teacher-training facilities under the revised ten-year plan.

806. Higher Education. The Administering Authority fully agrees with the view expressed by the Trusteeship Council at its ninth session that the number of students at Makerere College is still insufficient to meet the Territory's needs and every effort will be made to increase the number as rapidly as possible. During 1951 the number rose to forty-nine. The revised ten-year plan aims to bring the figure up to two hundred by 1956, and it is hoped that it may be found possible to pass this target.

807. Adult and Mass Education; Broadcasting. The present report describes the further progress made in conformity with earlier resolutions of the Trusteeship Council. As regards the recommendation adopted by the Council at its ninth session, reference is made in paragraph 504 to the successful establishment of broadcasting services at Dar es Salaam during the year under review. It is hoped to expand these services considerably at an early date.

808. Dissemination of Information about the United Nations. The Administering Authority has taken full note of the resolution on this subject adopted by the General Assembly at its sixth session. Action has continued along the lines indicated in previous annual reports in conformity with Trusteeship Council resolution 36 (III) and reference to the method of distribution of information material is made in paragraph 500. During the year under review the Administration took advantage of the opportunity, when replying to a detailed questionnaire presented by the Visiting Mission, to offer suggestions for improving the distribution system and to furnish a list of what were considered in present circumstances to be the most useful items of information material. Stress was laid on the value of pictorial matter and other visual aids and of material suitable for translation into Swahili, both for broadcasting purposes and for distribution to the vernacular press. If the United Nations Department of Public Information is

able to supply material in the quantity and the variety requested the problem of the dissemination of information will be greatly facilitated and a wider distribution of material will be possible.

Miscellaneous

809. *Petitions.* The position regarding petitions examined by the Trusteeship Council during the year under review is stated in paragraph 75. In no case did the resolution of the Council call for any action by the Administering Authority.

L. SUMMARY AND CONCLUSION

810. The general form of the annual reports on the administration of the Territory is governed by the requirements of the provisional questionnaire approved by the Trusteeship Council at its first session in 1947 and the Administering Authority is asked to give in this section a résumé of the principal events and achievements of the year under review and an assessment of the progress made in the economic, political, social and educational fields. As in previous years, however, the earlier sections of the report have recorded in some detail the progress made in the various spheres of development and this final summary of the position, which can do no more than repeat information already given, must therefore again be curtailed to avoid adding unduly to the volume of an already lengthy report.

811. The year 1951 has been a period of continued steady advancement. In the sphere of economic development, on which in the final analysis the stability of political, social and educational advancement must depend, the year has seen a further strengthening of the position. Progress has been made in all directions, but the economic life of the Territory is still based mainly on its agricultural activities and the well-being of the great mass of its people is in consequence largely governed by the vagaries of its weather. For the second year in succession conditions have been generally favourable for the agriculturalist and grain harvests were good. There was a substantial overall surplus and a considerable quantity was available for export. With the maintenance of high prices for all primary produce trade has been buoyant and the Territory's revenues have continued to expand. The rapid increase in the size of the Territorial budget reflects the economic development which has taken place during recent years. In 1940 the total revenue was only £2,300,000. By 1950 it had increased to nearly £10,397,000. The final figure for 1951 is not yet available but the revised estimate stands at £11,220,000. As regards trade, the figures for 1951 of imports and exports are £31,634,232 (excluding bullion and specie imports of £8,276) and £41,497,471 respectively, giving a favourable balance of about £10 million. These figures include inter-Territorial trade within East Africa, in which the Territory had an adverse balance of £2½ million, and re-exports totalling about £1 million.

812. Particulars of the progress made under the revised ten-year development plan have been given in section F and details in respect of schemes concerned with the development of natural resources are given in Appendix VIII. Mention has been made of the fact that work is now proceeding on the preparation of a new and comprehensive plan, in which it is proposed to include all the schemes considered to be within the Territory's capacity to undertake within the foreseeable future. In the meantime every effort is being made to press on with those aspects of development of prior importance—the attainment and maintenance of self-sufficiency in food supplies, the development and control of water supplies, and improved communications. Special attention is also being given to the encouragement of industrial expansion, with the aim of processing as much as possible of the Territory's raw materials and of achieving self-sufficiency in a number of essential articles.

813. In the political sphere efforts have continued to be largely directed towards the development of an efficient local government system on democratic lines, and the progress made in the task of transforming traditional tribal institutions into modern organs of local government, by the creation of the council system and the introduction of the principle of popular representation, has been described in section E. Reference to an important feature of the year's work is made in paragraph 125. The widely varying conditions to be found throughout the Territory still present a problem in all spheres of advancement, but in the political field definite progress is being made in the essential task of securing a greater degree of uniformity in the development of the council system. Progress has also been made in the separation of judicial and executive functions, in the transference of legislative functions from individual native authorities to representative councils, and in the expansion of the financial and technical responsibilities of local government institutions.

814. As regards the broader aspects of political advancement the position is as stated in paragraphs 151 and 152. Pending a final decision regarding the future constitution of the Legislative Council steps are being taken to implement the recommendation of the Committee on Constitutional Development that its proposals for decentralization and administrative reorganization, including the establishment of county councils, should be made the subject of an expert enquiry.

815. In the work of the social service departments further steady progress has been achieved during the year under review. The staff of the new Department of Social Development has been strengthened and further additions are proposed. The activities of the probation service, which came into operation towards the end of 1950, were extended during 1951 and the excellent work carried out during the year is recorded in paragraphs 596-600. Although the limited building capacity of the Territory to cope with all the demands made upon it by the present rapid rate of expansion in all spheres of development has had its effect upon the building programme of the medical and health services, good progress has been made during the past year. Every effort is being made to speed up the work and a phased programme of building construction has been carefully worked out. In previous years reference has been made to the hampering effects of staff shortages, but the position in this respect has improved considerably and the rate of recruitment during 1951 has been very satisfactory. As regards other social services, considerable progress has been made with the five-year prison building programme and good headway has been made with town-planning and housing schemes.

816. Reference was made in last year's report to the preparation of a scheme for revision of the ten-year plan for African education and the scheme itself was reproduced as an appendix to the report. This scheme was adopted and forms the present basis of the Territory's educational policy. Emphasis is laid on three vital aspects of educational advancement—teacher training, technical training and female education—and every effort will be made not only to achieve but if possible to pass the targets set by the revised plan. As will be seen from the figures given in paragraph 722 increasing financial provision for education is being made, and the cardinal feature of administrative policy is to augment the appropriations for educational services as rapidly as possible.

817. In general, what was said about the year 1950 may with equal truth be said of 1951. It has been a year on which most of the inhabitants of the Territory can look back with feelings of satisfaction—a period of general prosperity and of steady progress in all fields of development. Much still remains to be done but the prospects of continued and accelerated advancement are bright. Further plans must largely depend on capacity to increase production but on all sides there is a strong confidence in the potentialities of the Territory and in the opportunities it offers to those of all races to share in its progress and future development.

APPENDIX I

REPORT OF THE COMMITTEE ON CONSTITUTIONAL DEVELOPMENT 1951

AND

Despatch of 22nd March, 1951, from His Excellency the Governor to
the Secretary of State for the Colonies

AND

Despatch of 25th July, 1951, from the Secretary of State for the Colonies
to His Excellency the Acting Governor

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To His Excellency Sir B. F. Twining, K.C.M.G., M.B.E., Governor and Commander-in-Chief of Tanganyika.

On the third day of December, 1949, a Committee was set up by Your Excellency with the following terms of reference:

"To review the present constitutional structure in the Territory, both local and territorial, and to make recommendations for future constitutional developments in the Territory."

The Committee consisted of the Member for Law and Order as Chairman with all the Unofficial Members of the Legislative Council and the Member for Local Government as members. The full list of members of the Committee is given in Appendix I.

At the first meeting of the Committee on the 24th January, 1950, three Sub-Committees were appointed for the following purposes:—

First Sub-Committee: to visit the main centres in the Territory for the purpose of recording the views of associations and individuals on the future constitutional developments of the Territory:

Second Sub-Committee: to review the present provincial system and to consider the desirability of recommending the establishment of district and regional organizations and to make recommendations:

Third Sub-Committee: to review the existing system of urban and semi-urban local government bodies, i.e., municipalities, township authorities and minor settlements and to make recommendations.

The membership of the Sub-Committees is given in Appendix II.

The travelling Sub-Committee began its work on the 9th March and concluded it on the 27th June, with the exception of an additional session in Dar es Salaam on the 31st August. Fifteen places were visited, some twice, and memoranda and evidence submitted by one hundred and forty associations and individuals were considered. The names of these are set out in Appendix III and the detailed itinerary of the Sub-Committee is in Appendix IV.

Not as much interest was shown by the general public during the visits of the Sub-Committee to the Provinces as had been expected. The period of the sessions of the Sub-Committee coincided with the creative period of the Tanganyika European Council and a number of Europeans who might otherwise have given evidence as individuals clearly wished to await the development of a common policy on the issue of constitutional development from the deliberations of this Council. This was incomplete by the time that the Sub-Committee finished its work. In respect of the Africans it must be recorded that, even among their leaders, the political conceptions of most are limited to local units. There were notable exceptions to this generalization, among both individuals and groups, but these were mainly of urban, educated Africans, a high proportion of whom were Government officials.

Prior to the visit of the Sub-Committee to the Provinces there had been considerable press activity in East Africa on possible constitutional developments in Tanganyika. The impression given in the press was that the Tanganyika Government had already decided the lines which constitutional development should follow and that the purpose of the Committee was to endorse these decisions. It was not surprising that many of those who expressed opinions were influenced by what they had read in the press and confined themselves to discussing what they believed to be the proposals of the Tanganyika Government. It was only after some months that the public realized that the Committee was approaching the question of constitutional development with an open mind and was in no way fettered in its discretion to make recommendations.

Generally speaking informed opinion of all races is that the economic and political development of the Territory must depend on a working partnership between the three main races, based on mutual confidence and trust. The few who expressed a contrary view were groups of Africans from Bukoba and Moshi who stated that all other races should eventually lose all political rights. During the thirty years since Tanganyika came within the Commonwealth the relations between the three main races have not been marred by racial discord. The Committee cannot over-emphasize the importance of this fact and in framing its recommendations for political development it has been at some pains to avoid impairing these relations, even though the pace of our political development may be slowed down.

The Committee has been fortunate in having been able to consider these

problems of constitutional development in an atmosphere of relative calm. There is no insistent clamour for reform and it has been able to recommend changes which in form and pace can be easily assimilated without political indigestion. If the tempo is slow and steady, fundamental changes, both political and constitutional can be introduced without doing violence to the existing institutions of government, which are still well suited to the needs of the great majority of the inhabitants of the Territory and to which they are well accustomed. The pace of political and constitutional development must be matched with the capacity of the bulk of the population to absorb change. The wishes of those relatively few who are politically mature must be balanced against the unexpressed views of by far the greater part of the inhabitants of the Territory whose viewpoint is inherently conservative and traditional and who cannot readily accept changes which they are unable to understand.

I have the honour to submit the Report of the Committee.

I have the honour to be,

Your Excellency,

Your obedient servant,

Dar es Salaam,
12th March, 1951

CHARLES MATHEW,
Chairman.

PART I

Present Administrative and Legislative Structure

1. Before undertaking the detailed consideration of our terms of reference we consider it desirable to set out briefly the manner in which Tanganyika is at present administered.

2. The basis of the administration of the Territory in international constitutional law is the Trusteeship Agreement approved by the General Assembly of the United Nations at New York on the 13th December, 1946.

3. The basis of the administration in domestic constitutional law is a series of Orders in Council under the United Kingdom Foreign Jurisdiction Act, 1890. The constitution of the Territory is set out in the Tanganyika Order in Council, 1920, and the Tanganyika (Legislative Council) Order in Council, 1926, both of which have been amended by subsequent Orders in Council.

4. The Territory is administered by the Governor, assisted by an Executive Council consisting of Official and Unofficial Members. The Official Members are divided into Ex-Officio and Nominated Members. The Ex-Officio Members are the Chief Secretary, the Member for Law and Order, the Member for Finance, Trade and Economics, the Member for Social Services, the Member for Agriculture and Natural Resources, the Deputy Chief Secretary and Member for Development and Works, the Member for Local Government, and the Member for Lands and Mines. There are at present no nominated Official Members. The Unofficial Members consist of three Europeans and one Indian. All the Departments of Government, together with the Provincial Administration, are grouped under the Ex-Officio Members of Executive Council. The function of the Executive Council is to advise the Governor on all matters which the law prescribes should be dealt with by the Governor in Council, and on such other important matters as the Governor refers to the Council. The final decisions on all these matters rests, however, with the Governor. He may act in opposition

to the advice tendered to him by the Council, but in any such case he is bound to report the circumstances to the Secretary of State, giving the grounds and reasons for his action.

5. The laws of the Territory are enacted by the Governor, with the advice and consent of the Legislative Council. This Council consists of the Governor, fifteen Official Members and fourteen Unofficial Members. The Unofficial Members, four Africans, three Asians and seven Europeans, are nominated by the Governor. The Governor has the right to veto any Ordinance, and on a Bill being presented to him after being passed by the Legislative Council, he may either assent, dissent, or reserve the Bill for the signification of Her Majesty's pleasure. Ordinances may be disallowed wholly or in part by Her Majesty on the advice of the Secretary of State. Subject to this provision the Legislative Council is a sovereign legislature with full legislative and budgetary competence within the Territory. All proposed expenditure of public monies is first referred to the Standing Finance Committee for its recommendations before the expenditure is authorized. This Committee consists of the Chief Secretary as Chairman, with the Financial Secretary and all the Unofficial Members of the Legislative Council as members.

6. For administrative purposes the Territory is divided into eight Provinces, each in the charge of a Provincial Commissioner who is responsible to the Governor for the general administration of his Province. The Provinces are divided into Districts in the charge of District Commissioners responsible to the Provincial Commissioner.

7. Population figures by provinces were at the time of the 1948 Census:—

<i>Province</i>	<i>European</i>	<i>Asian</i>	<i>African</i>
Central	969	4,115	815,345
Eastern	2,488	21,315	899,607
Lake	886	8,167	1,826,022
Northern	2,097	5,030	578,919
Tanga	1,382	8,394	546,292
Southern	733	2,789	884,679
Western	854	4,903	936,798
Southern Highlands	1,239	2,618	844,877
In Transit	—	—	2,752
TOTALS	10,648	57,328	7,335,291

The Asian figures include 11,074 Arabs

A recent examination of the European and Asian population figures has indicated that these have risen considerably since the Census.

8. Provincial Councils have been set up in the Lake and in the Southern Highlands Provinces. They consist of the Provincial Commissioner as Chairman, nine Official and nine Unofficial Members nominated by the Provincial Commissioner. The Lake Province Council exercises powers and functions delegated to it by the Central Government, the principal of which is the control of the local expenditure of the Natural Resources Departments and to a limited extent of the Public Works Department, particularly in respect of roads. It has no control over local government bodies beyond scrutinizing their estimates. It is also a planning body, particularly in respect of natural resources. The Southern Highlands Provincial Council is still in embryo and no specific powers have yet been allocated to it. The most important power of both councils at present is the right of local criticism of Government. Formal questions on matters of local public interest may be put and departmental reports relating to the province in question are tabled and examined. Proposals were well advanced in some other Provinces for the setting up of similar councils when this Committee was formed, but at its

request further action was suspended, lest a *fait accompli* might affect the form of administration to be recommended by the Committee.

9. Local government bodies are of two types, urban and rural, consisting of Township Authorities and Native Authorities.

10. There are twenty-eight Township Authorities in the Territory, and one Municipal Council, in Dar es Salaam. The membership of these authorities varies, but usually consists of the District Commissioner as Chairman, a number of officials including the Medical Officer and the P.W.D. Engineer, and a number of unofficials nominated by the Provincial Commissioner. Most Authorities have an official majority. This is not a matter of principle but arises from the scarcity of suitable unofficials in the smaller towns. Unofficial representation is largely European and Asian, though that of Africans is steadily increasing. In addition, in a number of towns, African opinion is associated with urban administration through the medium of ward councils. The constitution of the Municipal Council of Dar es Salaam and the Township Authority of Tanga are markedly different from the normal. In these, the large preponderance of seats is held by unofficials, the three main races of the Territory having equal representation.

11. The duties of Township Authorities are prescribed in rules made by the Governor for the health, order and good government of townships. Most of these duties are carried out by departmental officers of the Provincial Administration, Public Works Department and Medical Department, and the amount of control exercised by the Authorities varies greatly.

12. One township, Tanga (1948 population 20,000), has a Municipal Secretary, and five others with populations ranging from 5,000 to 12,000 have full-time Executive Officers. In the remainder whose populations range between 1,000 and 8,000 an Administrative Officer is usually the Executive Officer. Fifteen Township Authorities have their separate budgets ranging between £1,000 and £48,000 per annum. The budgets are not based on rates or assigned revenues and the Authorities are not local government bodies in the British sense of the word.

13. On the 1st January, 1949, the Township of Dar es Salaam achieved full municipal status and is now administered under the provisions of the Municipalities Ordinance. The population is approximately 70,000 and the budget for 1951 is £191,000, of which about two-thirds derives from Government grants and assigned revenues, and one-third from municipal house tax, the precursor of rates.

14. The Native Authorities, except in certain areas, mainly coastal, are the hereditary or partly hereditary rulers of the people under traditional tribal systems. There are 435 gazetted Native Authorities in the Territory, varying from the Chief of Heru in Buha with over 57,000 taxpayers to the Headman of Butandula, Kigoma, with twenty-five, from the Chief of Ihangiro in Bukoba who receives a salary of £1,100 per annum to the Mwami of Lusaba in Mpanda who receives ten shillings, from the Iringa District with one Authority to the Tunduru District with forty-four.

15. Native Authorities have wide powers under the Native Authority Ordinance, the Local Courts Ordinance and certain other ordinances, parts of which they are empowered to administer. They exercise legislative, judicial and executive powers. They are responsible for the collection of the native tax for Government in rural areas. A portion of this (40 per cent. for the Territory as a whole) is paid to the Native Treasuries and forms their main source of income.

16. The legislative powers of Native Authorities are set out in the Native Authority Ordinance. They may make orders on a great variety of topics governing the day to day life of the African. They may also make rules, with the consent of

the Governor, "providing for the peace, good order and welfare" of the African, and for the levying of local revenue.

17. Most Native Authorities either hold or participate in courts of law having jurisdiction to try the great majority of cases affecting Africans and arising in their areas.

18. The Native Authority is the principal executive in the area of its jurisdiction. It is also legally responsible for the maintenance of law, order and good government among Africans and for the prevention of crime. The Native Authority employs sub-chiefs, headmen, clerks, messengers, medical, educational, agricultural and other staff.

19. The Native Authorities combine for financial purposes into fifty Native Treasuries. These treasuries at the end of 1949 held balances exceeding £700,000. During that year revenue totalled £708,000 and expenditure £598,000. Since the war many Native Authorities have imposed local rates to augment their revenues.

20. The direction of the Native Authorities, subject to the overall control of the Central Government, is exercised by the Provincial Administration. The Governor's powers of recognizing and withdrawing recognition of Native Authorities have to a great extent been delegated to Provincial Commissioners. They approve the Native Treasury estimates of revenue and expenditure. Sanction for the levy of all major sources of revenue and for major items of expenditure is granted by the Central Government. The Provincial Administration is responsible for the proper functioning of native administration.

PART II

Principal Conclusions and Recommendations

21. In making our recommendations we have had in mind the duty of the Administering Authority under Article 6 of the Trusteeship Agreement which reads:—

"6. The Administering Authority shall promote the development of free political institutions suited to Tanganyika. To this end, the Administering Authority shall assure to the inhabitants of Tanganyika a progressively increasing share in the administrative and other services of the Territory; shall develop the participation of the inhabitants of Tanganyika in advisory and legislative bodies and in the government of the Territory, both central and local, as may be appropriate to the particular circumstances of the Territory and its peoples; and shall take all other appropriate measures with a view to the political advancement of the inhabitants of Tanganyika in accordance with Article 76 (b) of the United Nations Charter."

22. Throughout our deliberations we have considered the best interests of the inhabitants of the Territory as a whole, bearing in mind that this term includes the Europeans and Asians no less than the indigenous peoples.

23. We now propose to describe briefly the principal recommendations in our Report, covering decentralization of central government functions, the development of autonomous urban and county councils and the re-constitution of the Legislative Council.

24. For some years it has been apparent that the Government administrative machine at the centre has been overburdened with detail and that decisions on matters of local importance have been delayed to the detriment of good and efficient government. We have been satisfied that machinery must be provided by which

rapid decisions on matters not connected with overall Territorial policy can be made by those who are in close contact with the problems which have to be solved. This can only be achieved by a large measure of decentralization from the centre to regional authorities, assisted by the necessary technical staff and working with councils drawn from the people who live within each region. It is essential, if decentralization is to be effective, not only that adequate powers be granted to the regional authorities but that regional authorities should be competent to exercise them. In Part III which deals with our detailed recommendations, we have recommended that the division of the Territory into regions and the functions to be delegated to the regions should be made the subject of a detailed examination by experts. We are convinced that if such decentralization can be effected it will not only increase the efficiency of government but will provide a means by which the peoples of the Territory can play an increasing part in the administration. We do not believe that the costs involved will be excessive, but we recognize that the creation of regional organizations must depend upon the financial capacity of the Territory to meet such additional costs as may be involved.

25. It is clear to us that our present Provinces are too small to carry the burden in staff, resources and finance, which is the necessary concomitant of regionalisation. We have therefore recommended that the present Provinces should be regrouped into regions, with administrations backed by Regional Councils. The present policy of establishing Provincial Councils should be abandoned. The present Provincial Councils have aspired to a form of local independence which would make them in effect partly local government bodies. Our regional proposals remove any such possibility and we have therefore considered how best the need and genuine desire for local government bodies can be met.

26. The suggested creation of inter-racial local government bodies has received a substantial measure of support from all sections of the community. At present Townships and Municipalities are the only form of inter-racial local government. We have recommended the development of local government bodies for groups of districts to be termed counties, and have suggested that they should exercise functions in respect of matters which are of common interest to all races. The areas to be covered by a council should be sufficiently large to support the necessary staff and finance to enable them to carry out their functions and at the same time not so large as to lose their local character. We believe that the creation of these councils will make for greater efficiency in local government affairs and will stimulate real interest in local government.

27. In our view the uneven development of townships in the Territory is in large measure due to the lack of popular interest in township affairs, the result of insufficient powers being given to township authorities to plan and execute development in terms of local needs and within local resources. We have recommended the enactment of legislation which will enable townships to progress by stages to financial and political autonomy in the municipal sense.

28. We have not made any recommendations which would alter the constitution of Native Authorities or their relations with the Central Government but we have proposed the transfer of certain functions of inter-racial concern to county councils.

29. We now turn to the structure of the Legislative Council. We are firmly of the opinion that the membership of the Legislative Council should be increased substantially so that all sections of the community can play their part in the direction of the affairs of Tanganyika. We agree with the responsible opinion of all races that for the next few years the Legislative Council should continue with an official majority.

30. With regard to the distribution of unofficial seats on the Legislative Council we believe that the most practical method of giving effect to the principle of partnership is to divide the seats on the Legislative Council equally among the three races.

31. Our recommendations aim at the achievement of responsible government with an unofficial majority. This should be an explicit aim of policy. Before responsible government can be achieved, however, a greater degree of political education is necessary. Towards this we feel that the enlargement of the Council and the widening of representation of the different sections of the community would be a valuable contribution. Experience in the affairs of government will be gained by those members who are drawn from the less politically mature sections of the community. During the next few years there should be great advances in the field of local government, in which an increasing number of citizens of all races will participate.

32. We suggest that consideration should be given to the appointment of an African to the Executive Council.

33. We now pass to consideration of the manner in which members of the Legislative Council should be appointed. There is little doubt that the majority of Europeans in the Territory are anxious to elect their own representatives. Those associations and individuals from the Asian community who have expressed their views are similarly minded. Most Africans who appeared before the travelling Sub-Committee expressed a desire for elections in the form of an elective system based on electoral colleges. We have recommended that the principle of elected representation to the Legislative Council should be accepted, but that the introduction of an elective system should be deferred until the recommendations regarding County Councils and decentralization are implemented.

34. We have recommended that a Special Committee be appointed as soon as possible to devise an electoral system which will meet the needs of the three main races and generally to plan the introduction of the new constitution for the Legislative Council.

35. We would stress in conclusion that our recommendations should not be viewed as a number of proposals dealing with isolated and unrelated subjects but as a comprehensive plan for the political and constitutional advancement of the inhabitants of Tanganyika whose traditions, background and state of development are very diverse. We have recommended the adoption of a plan which is susceptible of change and which in our view will enable the three races to move steadily towards responsible government.

PART III

Decentralization and Administrative Re-organization

36. Prior to 1926, the territorial unit of administration in Tanganyika was the district, in direct communication with and under the control of the Chief Secretary. In 1926 eleven Provinces were established, the number being subsequently reduced to eight as a result of the 1931 economic crisis. At the time of the crisis, a number of district headquarters were either closed entirely or reduced to the status of sub-districts. These districts have now, almost without exception, been re-established and others have been created to meet modern needs, but the provinces have remained the same, both in number and function. Since the war, the machinery of government has become more costly and more complex, yet attention has been over-concentrated on securing efficiency at the centre, by specialization and by multiplication of staff. The Membership system, which

was introduced in 1948, has had the indirect effect of still further restricting responsibility and initiative in the provinces, since there has been greater opportunity in the Secretariat for close concern not only with policy but also with detailed supervision.

37. The case for the regionalization of Government is the same as that for the development of institutions of local government, namely that if government is to be good, a quality which demands that it should be humane and personal as well as efficient, it must be exercised executively as near to its subjects as possible, provided that it still remains effective. The nearer decisions can be taken to their places of origin the more consideration are local views and desires likely to receive, the more will local opinion identify itself with the result, and the less will be the inevitable delays and annoyances involved in referring them to the seat of government. The size of Tanganyika, the variety of its physical conditions and the slenderness of its communications provide additional reasons for the application of such a concept to this country. The administrative capital is not centrally placed and lacks ease of communication both with the interior and with the coastal areas to north and south. These factors undoubtedly tend to make the Central Government remote from the provinces, both in distance and in outlook, and there exists to-day an unquestionable need to close the contact.

38. Two experiments in decentralization have been started by the creation of provincial councils in the Lake and Southern Highlands Provinces. Decentralization of authority has so far, however, been very limited. The Lake Provincial Council has assumed certain executive functions in regard to finance matters but its scope for independent initiative is small. Both bodies remain largely deliberative and advisory. Although it has been the declared intention of Government to delegate greater authority as the Councils progressed in experience, the unofficial members of the councils have shown natural impatience with what they have regarded as the unduly slow pace of development.

39. Support for the principle of decentralization as a means of improving and accelerating the working of government has been forthcoming from all sides, though ideas on how it should be achieved varied, and doubts have been voiced on the score of cost. It has been suggested that decentralization could adequately be effected by increasing the powers of the Provincial Commissioners and provincial technical staff. With this suggestion we are not in agreement. Any considerable transfer of central government functions and responsibilities to eight regional organizations based on the present number of provinces would involve increases of staff and ancillary expenditure to an extent which could not be contemplated, as the present provinces are too small to carry the increase in aggregate cost in all eight of the provinces in staff and other charges which would be involved in any considerable transfer of central government functions and responsibilities to a regional organization.

40. The necessity for regionalization has already been recognized in certain other Colonial Territories and by certain departments of this Government. The Medical and Agricultural Departments already have Regional Assistant Directors who are responsible for ensuring that central government policy affecting their departments is carried out in the areas under their control. These areas consist of not less than two provinces. The disadvantages of departmental regionalization without a complementary regionalization of provincial administration are obvious.

41. We are not proposing to recommend the precise manner in which the decentralization should be effected in the Territory but we are recommending that the principle of decentralization should be accepted and that the division of the Territory into a small number of regions and the powers to be delegated to

the regional authorities should be made the subject of a specialized enquiry. The succeeding paragraphs in this Part are for the purpose of indicating the scope of decentralization we consider to be necessary if it is to be effective. This can be considered under the following heads:—

- (i) The number and size of the regions to be established.
- (ii) The services to be declared regional.
- (iii) The revenue to be allocated to the regions.
- (iv) The creation of Regional Councils.
- (v) The administrative effect of regionalization.
- (vi) The organization within the region.

42. We have already expressed the view that the division of the Territory into regions must be made the subject of an expert examination. But it may be of value to put forward a suggestion for the creation of a region which would cover about one-third of the area and more than one-third of the population of the Territory. The region suggested would be created by the amalgamation of the Lake and Western Provinces. We realize that even after an expert examination it may not be possible to recommend the establishment of regions covering the whole Territory in the near future, but even if this is not possible we consider that the establishment of such regions as may be practicable should proceed. It is not an essential part of the concept that the regional system should be introduced everywhere at the same time.

43. We have not attempted to make an exhaustive list of services which can be regarded as regional, for the division between regional and central government services is not always capable of precise definition. But we consider that certain services could properly be carried on the regional budget. These might include the Accountant-General's Department, Agriculture, Forests, Medical, Provincial Administration, Public Works and Veterinary. Such services as Defence, Police, Immigration, Lands, Mines and Survey might well be regarded as central government services.

44. When a department is decentralized its general field work and staff will be financed by the Regional budget. Financial provision will however continue to be made in the Central Government estimates for its headquarters staff, the conduct of research and training activities and for the execution of major or specialized projects of Territorial application.

45. The revenues of the regional budgets would derive from two main heads:—

- (a) Any revenue from taxes, fees, licences, etc., appropriated to the region by the Legislature. These latter might well include practically all locally collected revenue.
- (b) A block grant from central revenue. This revenue, deriving mainly from the income tax and from customs and excise, should be in excess of Central Government requirements. The division of the surplus amongst the regions should follow an agreed formula.

46. The Legislative Council would retain detailed control over Central Government services. Its overriding authority over all finance, regional and central, through the power of voting revenue would be unimpaired, and it would exercise general control over regional expenditure in the voting of the block grant to the Regions.

47. An essential part of the establishment of regional organizations would be

the creation of Regional Councils of inter-racial composition, the functions of which would be to:—

- (a) control regional finance through the examination and voting of the regional budget.
- (b) control regional policy, within the framework of Territorial policy.
- (c) criticize by the examination of reports, put questions and table motions.

48. The unofficial members of the Regional Councils should be drawn from each of the administrative sub-divisions of the Region. The basis of racial representation would vary in each region but might follow the pattern of the existing Provincial Councils adapted to suit the needs of the respective regions. We recommend that in the early stages of Regional Councils there should be an official majority. The unofficial members should in the early stages be nominated, after full consultation with local opinion. The question of elections in the future is discussed in Part IX.

49. The administrative effect of these proposals would be:—

- (a) Policy would be controlled by the Central Government.
- (b) The responsibility of the Central Government for the implementation of policy relating to those works and services not specified as regional would continue. It would however be the right of the regional organization to bring the regional needs to the notice of the central government.
- (c) Full executive power over works and services declared regional would be devolved on the region.

50. We recommend the grouping of administrative districts within the region in such a form as to be co-terminous in area with the county councils proposed in Part IV. We have found that the present Provinces are in some cases so large that the Provincial Commissioners and departmental officers cannot plan and supervise development sufficiently intimately in all districts in the Province. Under the existing system there is a tendency for departmental officers to be posted to the larger districts and for their work to be concentrated, to the detriment of small districts. By way of example we find that in the Lake Province the eleven administrative districts fall conveniently into three groups:

- (i) the districts of Sukumaland.
- (ii) the districts of Bukoba, Biharamulo and Ngara.
- (iii) the districts of Musoma, North Mara and Ukerewe.

These groups of districts might well be known as counties.

Each of these counties would benefit by the establishment of a departmental team under the direction of a senior administrative officer. This grouping of districts should by degrees permit of each group being provided with sufficient technical staff charged with planning for the needs of the area and supervising junior departmental staff and the local authorities. The existing powers of Provincial Commissioners should to a great extent be exercised by the administrative officer in charge of the county. His primary concern would be with local government, at present existing only in the Township Authorities and Native Authorities. He would continue to control such Township Authorities as were not accorded autonomous powers and would be responsible for the conduct of native administration. He would, together with his departmental team, be complementary to the rural local government bodies which we discuss below, would furnish them with expert advice and would be the channel for their executive action.

PART IV

County Councils

51. A wish was frequently expressed before the travelling Sub-Committee, more particularly by the two experimental Provincial Councils, for the creation of genuine local government units. We consider that the present Provincial Councils are unsuited for this role on account of their remoteness from the constituent of the future since local government involves close contact between the councillors and those whom they represent. Should the Provincial Councils be projected upwards to Regions, as recommended in Part III, it is clearly impossible for them to exercise local government functions, but if a lesser unit than the Province is contemplated i.e., a group of two or more districts, it becomes possible to consider units of reasonable size, with representatives relatively well known to one another and within the areas from which they come, competent to exercise genuine local government functions.

52. We propose in this Part to refer to these local government bodies as County Councils. We recommend the creation of these councils throughout the Territory whether or not our recommendation regarding decentralization of central government functions are accepted. These councils should be the largest units of local government. If our recommendations regarding regionalization are accepted the planning of the areas of jurisdiction of such councils should be done conformably with that of the administrative groupings proposed in Part III, so that they be co-terminous. It is essential that the areas of the council's jurisdiction should be as homogeneous as possible and financially capable of supporting essential staff.

53. On these councils representatives of all races should sit, including representatives from the areas of Native Authorities, to deal with matters of common interest to all races. Some of the functions to be exercised by these councils may at present be exercised by Native Authorities and Township Authorities and would therefore have to be transferred in consultation with these authorities. In view of the favourable response to this proposal by many African witnesses, including Chiefs, we do not consider that the establishment of such councils would present any difficulties from the African point of view.

54. In the first instance county councils would control only those matters which clearly affect all races. As they develop and are accepted as efficient local government bodies consideration should be given to extending their functions, without interfering with functions which are already being performed effectively by existing local government bodies.

55. We suggest that the functions of county councils should be concerned with such matters as the maintenance of roads (other than trunk), ferries and bridges, the establishment and control of markets, the conservation of natural resources, the dipping of live-stock and health services such as sanitation and vaccination. This list is illustrative rather than exhaustive. It might also include control of minor trading settlements which do not qualify for urban autonomy. Another important function of the councils would be to provide a forum for discussion of local matters and a channel whereby local needs may be brought to the notice of the Central Government. This function should become of increasing importance as various areas of the Territory and classes of the population advance in political consciousness.

56. The financing of the services and controls to be provided by county councils is at present the responsibility in part of the Central Government and in part of existing local government bodies. We recommend that such services and controls

as are the responsibility of the Central Government should be financed by grants-in-aid, either general or specific, and that such services and controls as are the responsibility of local authorities should be financed by precepts issued on Township and Native Authorities. There is little to be gained by making the councils responsible for the collection of assigned revenues over a dispersed area (as opposed to the concentrated urban areas) and it may be found inadvisable to give them any direct revenue-raising responsibilities, except in respect of non-natives in rural areas where direct rating powers would be required.

57. We recommend that the councils should have an unofficial majority though in some places an official majority may be appropriate in the early stages as a temporary expedient. Some of the official members should be appointed in their personal capacity to emphasize the eventual reduction in official membership.

58. The demand for elected representation varied from place to place, and from community to community. Naturally the more advanced areas and sections of all communities were most vocal in their demand for it. We attach importance to the early introduction of an elective system for all local government bodies. We shall examine the general question of elections in Part IX.

59. Where African members are Chiefs, Liwalis and Headmen they should be classed as official and not unofficial members of the councils.

60. The control over Native Authorities has hitherto been the responsibility of the Provincial Administration and should remain so. Control of the more important chiefs and larger federations has been largely exercised by the District Commissioner personally and departmental officers wishing to address these bodies do so with the consent of the District Commissioner. They have direct contact with Chiefs and Headmen in the field in the execution of agreed policy. This manner of communication between the Government and the Native Authorities is a salient feature of administration, and one on which the Native Authorities themselves are still sure to place importance. In the establishment of county councils an important factor will be the goodwill and co-operation of the Native Authorities, which regard the officers of the Provincial Administration as the proper and most desirable channel of communication in their dealings with the Central Government and other bodies external to the tribal structure.

61. For these reasons we recommend that the Native Authorities should continue to be responsible to the Central Government except in so far as there may be delegations of functions from the county councils to the Native Authorities. We make a similar recommendation in respect of Township Authorities whose position is discussed in Part V.

62. We would add that in our opinion inter-racial co-operation is easier of achievement in dealing with local affairs than those of central government. Racial relationships are less complicated and people know each other better. We consider therefore that the establishment of these councils would stimulate inter-racial co-operation and afford facilities for the political education of all races.

PART V

Urban Local Government

63. The observations in this part do not relate to the Municipality of Dar es Salaam, unless it is specifically mentioned.

64. Twenty-eight Township Authorities have been established under the provisions of the Township Ordinance. All these townships depend for their

finance on normal departmental votes or on allocations individual to the particular township but not correlated to local revenue. No township has any revenue whether by grant-in-aid, by assigned revenue or by the levying of rates. All townships operate within rules of Territorial application and have no power to make bye-laws. It is not surprising that under such a system urban local government has not advanced at the pace to be expected in a rapidly developing Territory.

65. The townships of the Territory cannot be considered as a single group, in view of the great variety of population and resources and we therefore consider that any revised system should be flexible and of such a nature as to enable urban areas to develop political and financial autonomy.

66. Our main recommendations concern the constitution of township authorities, the introduction of the elective principle, the development of financial autonomy, the introduction of a rating system and lastly their relation with county councils and the Central Government.

67. We consider that Township Authorities as they develop should include less official and more unofficial members. For this reason we recommend that no provision should be made for the inclusion of ex-officio members and that the proportion of official and unofficial seats should not be specified. If Chiefs, Liwalis or Headmen are appointed to the authorities they should be classed as official members.

68. We consider that in urban areas, including the Dar es Salaam Municipality, there may lie a prospect of introducing non-racial elective representation without delay. Preliminary town planning has now been done for all the major townships and we suggest that the "use zones"—residential of various grades, commercial, industrial—may provide the basis for electoral wards. Representation should be by nomination from the wards and elections on a ward roll should be introduced progressively. We recommend that the ward councils which exist in a number of townships should not be used as electoral colleges. These consist at present entirely of Africans and their functions should remain advisory. With the introduction of elections it may be found desirable to make provision for the inclusion of "aldermen" on the councils.

69. We do not consider the introduction of elections to have any intrinsic connexion with rating, nor do we consider that the franchise should be limited to rate-payers. Other qualifications for inclusion in the electoral roll could be proved residence and education. We see no objection to provision being made for an additional vote in respect of business premises.

70. We consider that provision should be made for the Native Authority having jurisdiction over the surrounding countryside to be represented on the official side of the authority. This will provide a useful link between town and country.

71. As government servants often form a significant proportion of the educated section of urban communities, we consider that no restriction should be placed upon their full participation in civic affairs, both as voters and as councillors. This freedom, which we note is the present policy of the Government, should be allowed to all government servants.

72. To obtain continuity we recommend that members of the authorities should be appointed for three years, one-third retiring each year.

73. All major townships should have powers to make bye-laws covering all matters of local concern, e.g., roads, markets, slaughter-houses, public lighting, traffic, produce inspection, public health and sanitary services. Consideration should also be given to handing over to the authorities functions at present per-

formed by Hotel and Liquor Licensing Boards. The authorities should be incorporated so that they may control staff and finance and hold property.

74. At present Township Authorities have limited control over expenditure but none over revenue. We propose that all major townships should be given a large measure of financial autonomy, with revenues based on general and service grants, assigned revenues and rates.

75. We recommend that rating provisions should be contained in a separate ordinance which should be applicable to both municipalities and townships and that the rating system should be based on capital values of land and buildings.

76. The provision of a valuation roll is most desirable before the grant of municipal status but we do not think that the development of major townships need be delayed for lack of a roll. Before it was prepared, the authority could enjoy limited financial powers through having control of the Municipal House Tax, which can be varied.

77. We recommend that local government valuation for rating purposes should be under the control of the Central Government which should bear the cost of each initial valuation. The subsequent maintenance of the valuation department or body of rating valuers should be charged against local authorities on a basis of rateable value.

78. We consider that townships should qualify for the grant of autonomous status when they have sufficient staff to make such autonomy a reality. The minimum would be an executive officer and a township foreman. Independence of accounting is not considered necessary, provided that this could be undertaken by the Central Government revenue officer or sub-accountant on a commission basis. We have examined the financial and staff position of the larger townships and consider that the following qualify for autonomous status: Tanga, Moshi, Mwanza, Tabora, Arusha and Dodoma.

79. The remaining townships vary greatly, and many, owing to disabilities of size and lack of trading and other potentialities cannot hope for higher status for many years. We recommend that these should continue to develop along present lines, some with a separate budget but relying on departmental staff, others with little more than a Township Authority advisory to the District Commissioner. The variations would be considerable but provision should be made whereby all townships may eventually achieve autonomy. In all townships, even the smallest, the provision of an elected authority should be possible.

80. The place of urban authorities in the local government structure has been briefly mentioned in Part IV. We recommend the adoption of a two-tier system, whereby the township authorities would be subordinate to the county councils, only in respect of delegated functions. In all cases where there was a joint interest, the county councils should operate through special committees composed of members of both authorities. Other matters, such as the normal health and sanitary functions of an urban authority, being strictly local, would remain under its direct control. Any attempt to make urban authorities subordinate to all-purpose local government units should be resisted since it would undermine civic responsibility. It follows, therefore, that the township authorities should be directly responsible to the Central Government.

81. We are not satisfied with the method of control exercised over minor settlements under the provisions of the Minor Settlements Ordinance, which does not provide for development to township status. We recommend therefore that the larger settlements be upgraded to townships and other settlements placed under the

direct control of the county councils. Those settlements for which no services can be provided on account of their small size should remain under the control of the Native Authorities.

82. The Municipality of Dar es Salaam requires special consideration. In view of the strength of inter-racial representation on the council and the degree of local autonomy which it enjoys, there can be no case for making it in any way subordinate to a county council. We recommend, therefore, that it should be developed into an all-purpose local government body independent of the county council system. Its place in the local government structure would then be comparable with that of a county borough in England. The same consideration would apply to Tanga, if it should become a municipality. This status will not be achieved in any case until 1953; but should our recommendation be accepted it will be for consideration whether full municipal status or that of a major township, as now proposed, would be the more appropriate. It has been noted that Tanga already has the same type of balanced tri-racial constitution as Dar es Salaam.

PART VI

Native Authorities

83. We have not specifically considered the position and future of Native Authorities, but their relationship to other local bodies has been kept under review and it is convenient to bring the references together.

84. We recognize that in the present circumstances of the Territory there can be no fundamental change from the present system of rural local authorities for Africans only, particularly as so many of the Native Authorities are concerned with the exercise of traditional functions and with matters of native law and custom. We welcome the recent amendment to the Native Authority Ordinance which permits of the incorporation of Native Authorities.

85. In Parts IV and IX we have recommended that part of the membership of the proposed inter-racial county councils shall be drawn from the Native Authorities, in order that a close connexion may be maintained between major and minor authorities. In Part V we have recommended that Township Authorities should include in their membership representatives from neighbouring Native Authorities, as a link between country and town, particularly as the latter are in almost all cases not self-contained industrial and commercial centres, but are market towns for the surrounding countryside.

86. We have recognized that when county councils are created, certain of the non-traditional functions of Native Authorities will have to be withdrawn from them and conferred upon the county councils and that the Native Authorities will be liable to make financial provision, through precepts issued by the county councils. We do not expect that practical difficulties will arise from this, provided that the common interest of all sections of the community in the transferred services is made clear.

87. In Part V we have recommended that very small village settlements containing non-native population should remain as now under the control of Native Authorities.

PART VII

The Legislative Council

88. In dealing with the constitution of the Legislative Council there are four questions which require consideration; the size of the Council, the balance between official and non-official members, the distribution of seats and the method of appointment of members. The fourth of these questions we shall consider in Part IX.

89. The opinion of the majority who have expressed their views on the size of the Council favours an increased membership and this opinion has not been changed since the Committee was appointed. In the first half of 1950 the majority of persons of all races favoured the immediate introduction of an unofficial majority. By the second half of 1950 views had changed and responsible opinion had turned to the maintenance of the official majority for the next few years.

90. A sharp divergence of opinion on the distribution of non-official seats was disclosed. The Tanganyika European Council, while agreeing to the doctrine of partnership, considered that European leadership, which was largely responsible for the present development of the Territory and on which its future development must for many years depend, should be recognized by the maintenance of the present ratio of Europeans represented on the Legislative Council. The Africans, while recognizing their political and educational immaturity, stressed their numerical superiority over all other races. The Asians, in view of their numbers and economic stake in the Territory, were reluctant to accept less seats than were to be accorded to the Europeans.

91. We believe that a material step forward in the political development of the Territory will be made if membership of the Legislative Council is considerably increased. We are aware in the consideration of this question that there are certain factors which cannot be ignored; additional members will have to be drawn from an already restricted field, some of the members to be appointed will have had no experience of Territorial affairs, some people of experience will have to decline membership as they have not sufficient time at their disposal for public work on the scale that membership of the Legislative Council demands. Political education is deficient but it can be acquired not only outside but inside the Council, more particularly as the major part of its work is done in Committees. In the intimate atmosphere of these, the more backward members acquire knowledge and confidence and become progressively more able to make a useful contribution to public affairs. It is essential, however, that a member must have already achieved a sufficiently high standard of general education to qualify him for, and to enable him fully to understand the work of, the Legislative Council.

92. We are conscious of the difficulty of securing African representation owing to the present limited number of educated men. We recommend therefore that it should be made possible for African government servants to become members of the Legislative Council on resigning their positions temporarily, while preserving their pension rights.

93. The position of African Chiefs requires special consideration. The overwhelming majority of the African population lives in areas administered by chiefs who, whether they be hereditary or elected, stand at the head of a hierarchy which is very closely identified with the administrative, political and social system of the area. Progress is being made in the establishment of representative councils but at first it is unlikely that any person outside the hierarchy would command the confidence and support of the people. Normally, therefore, the representatives from rural areas would be chiefs. There is however a substantial urban population

which is not under the control of Native Authorities and a steadily increasing educated class which is becoming politically conscious. It is important that these should be given opportunity for political expression and for this reason we consider it would be wise to provide that a minimum of two of the African representatives should not be chiefs.

94. We are in agreement with the widely held opinion that the official majority on the Legislative Council should be maintained for the next few years. We believe that in the best interests of the Territory we should proceed to self-government by stages and that greater experience should be gained before the unofficial members assume the greater responsibilities involved in the grant of an unofficial majority.

95. We have given consideration to the Presidency of the Legislative Council and we recommend that the Governor should continue to preside.

96. The views of the three main races on the difficult question of the distribution of unofficial seats are irreconcilable. We have found it impossible either on a basis of numbers, of financial interests or of political maturity to make any assessment of the relative claims to representation by the three races. We do not consider that it is in the interests of any one community to strive for a dominant political position, as this could not fail in the long run to react to its own disadvantage. We are convinced that the only solution which is equitable and capable of obviating feelings of distrust and lack of confidence and of laying a sound foundation for the political development of the Territory is the equal distribution of unofficial seats on the Legislative Council.

97. In the light of the above general observations, we recommend that the unofficial membership of the Legislative Council should be increased from fourteen to twenty-one, within which number seven seats should be allotted to each of the three main races in the Territory; and that the official membership should be increased from fifteen to twenty-one.

98. The comparable increase which is involved in the official side of the Council would impose a strain on the resources available and we suggest that consideration be given to appointment of a limited number of non-officials to the official side. This would achieve a still wider participation in the affairs of Government by non-officials. It might be necessary to create some form of under-secretaryship to which such non-officials could be appointed.

99. We now have to consider how soon the new Legislative Council with equal representation for the three main races can be established and provision made for elected representation. We consider that the first step should be to set up the local government bodies, i.e., the county councils, recommended in this Report. By this means a considerable body of persons will be introduced to and will gain experience in public life. Thereafter, the transfer of powers and responsibilities should take place from the Central Government to the Regional Administrations, backed by the Regional Councils, should this plan be feasible as a result of examination by the expert committee which has been proposed. Not later than three years after the regional system has been brought into being, the process of constitutional reform should be completed by the establishment of the new Legislative Council, combined with a form of elective representation. Should regionalism be not feasible or be unduly delayed, the new constitution for the Legislative Council should be brought into force not later than three years after the establishment of the proposed local government institutions. Apart from the theoretical considerations applying to such phasing, we recognize that Government will have to face material practical difficulties in establishing the new organization for local and regional government. The pressure of work that will be occasioned to the

public, official and unofficial, will make the simultaneous introduction of all these administrative and constitutional changes virtually impossible.

100. We recommend that a special committee should be set up without delay to prepare a plan for implementing the recommendations for the new constitution of the Legislative Council, including the preparation of an electoral scheme.

PART VIII

Executive Council

101. We recommend that consideration should be given to the appointment of an African member of Executive Council.

PART IX

Elections

102. The unofficial members of the Legislative Council are not selected to represent areas or interests but are men of ability and experience nominated to assist the Governor in the administration of the country. If they reflect public opinion to some degree it is due largely to their public spirit and their conception of their duties. They have full freedom of speech but in the exercise of it they are guided solely by their personal responsibility. For the legislature of this country to reach maturity it is essential that responsibility to an electorate should replace the system of nomination as soon as possible.

103. All but one of the European associations* and most European individuals who appear before the visiting Sub-Committee claimed that the European community was ready for and indeed demanded elections without delay. The Asians, with few exceptions, were in favour of elections for Europeans and Asians on a common roll to be extended later to Africans. They were prepared to agree to reservation of seats. The Africans in general favoured indirect election on a communal basis.

104. The principle of elective representation to the Legislative Council has been accepted by all members of the Committee as fundamental to the conception of all truly democratic institutions.

105. We have accepted the principle of elective representation to regional and local government councils and we recommend that a system of elections should be introduced as soon as practicable after their establishment.

106. We recommend that members of the regional councils should in the first instance be nominated after full consultation with local bodies, in such a manner as to represent all administrative sub-divisions of the regions. An endeavour should be made to introduce elections after the councils have sat for one year.

107. The same considerations apply to county councils. We recommend that unofficial members should be nominated to the councils in the first instance, but this system of nomination should be replaced by an elective system when the councils are well established and the members familiar with their functions. It should be possible for one-third of the members to be replaced by election each year after the first. Some of the unofficial members should be drawn from geographical constituencies and part should be selected by township authorities and native authorities in order that there may be a constitutional link between the two types of local government bodies.

*The Uwemba Farmers' Association.

108. The subject of elections to urban local government councils, including the Municipality of Dar es Salaam, has been discussed in Part V and the recommendation in brief is that an endeavour should be made to establish a non-racial system of wards based upon the town planning zones. As soon as the wards have been established, the third of the council retiring after the first year should be returned by election.

PART X

Miscellaneous

109. Representations have been made by Africans that Kiswahili should be permitted as a second language in the Legislative Council. The reason for this request is that a number of Africans who do not speak English and might otherwise be suitable as members of the Legislative Council are not appointed. The adoption of Kiswahili as a second language would admittedly reduce to some extent the standard of education required of African members, but there are other objections to this proposal. Kiswahili is to some extent the *lingua franca* of the Territory and has been adopted as the official vernacular for primary education and other purposes, but it is still an inadequate medium for the exchange of views on technical matters. It is not the indigenous language of any tribe in Tanganyika except some of the peoples living along the coast. Its use as an official language in some local government institutions and representative bodies may be feasible, though even there its limitations are apparent. For these reasons we have been unable to recommend the use of Kiswahili as a second language in the Legislative Council.

110. We have been fortunate in having the assistance of Mr. P. Bleackley, M.B.E., Assistant Secretary, as our Secretary. His knowledge of the Territory and his administrative experience were of great value to us, both in arranging the tours of the travelling Sub-Committee, and in the compilation of this report. We are also indebted to Miss J. K. Perry for the efficient manner in which she dealt with the mass of literature submitted to the Sub-Committee, and to Miss M. B. Healy for her speedy transcribing of the various drafts of the report.

CHARLES MATHEW, *Chairman.*

R. DE Z. HALL.

R. M. GIBBONS.

E. C. PHILLIPS.

V. M. NAZERALI.

C. W. CARNEGIE-BROWN.

I. C. CHOPRA.

KIDAHU MAKWALA.

ADAM SAPI.

S. E. DU TOIT.

W. E. H. SCUPHAM.

J. MWINDADI.

I. C. W. BAYLDON.

A. Y. A. KARIMJEE.

G. N. HOURY.

Summary of Recommendations

Executive Council: Part VIII.

(i) Consideration should be given to the appointment of an African member (para. 101).

Legislative Council: Part VII.

(ii) The Legislative Council should be considerably expanded in size (para. 91).

(iii) Special regard should be had to the position of Chiefs and to the small class of educated Africans, of whom many are Government servants (paras. 92 and 93).

(iv) The official majority should be maintained until experience has been gained in an enlarged council (para. 94).

(v) The Governor should continue to preside over the Council (para. 95).

(vi) The basis of unofficial membership should be equal division of seats among the three main races, as the most suitable expression of the principle of partnership (para. 96).

(vii) The membership of the Council should be the Governor, twenty-one officials and twenty-one unofficials (para. 98).

(viii) A limited number of unofficials might be appointed to the official side of the Council (para. 98).

Decentralization and Administrative Reorganization: Part III.

(ix) The Central Government should decentralize many of its administrative and executive powers to Regional Administrations (paras. 36-40).

(x) The manner of division of the Territory into regions and the precise powers to be delegated to the regional authorities should be made the subject of a specialized enquiry (para. 41).

(xi) The present Provinces are not of sufficient size to support the burden in staff, resources and finances involved in a transfer of any considerable portion of Central Government functions to regional organizations (para. 39).

(xii) The Regional Administrations should be supported by Regional Councils, inter-racial in composition (paras. 47-48).

(xiii) The Regional Councils should control expenditure by the voting of the regional budgets, control regional policy and exercise general powers of question and criticism (para. 47).

(xiv) For a limited period there should be an official majority (para. 48).

(xv) The unofficial members should be drawn from the administrative sub-regions of the regions (para. 48).

(xvi) The administrative districts should be grouped into sub-regions co-extensive with the areas of the proposed counties (para. 50).

County Councils: Part IV.

(xvii) Inter-racial county councils should be established throughout the Territory (paras. 52 and 53).

(xviii) County councils should deal with matters affecting all races (paras. 54 and 55).

(xix) Revenues should be derived by grants from Central Government and by precept on Native and Township Authorities with limited rate raising powers (para. 56).

(xx) Councils should usually have an unofficial majority (para. 57).

(xxi) The Native and Township Authorities should not be subordinate to these Councils, except in respect of any delegated functions (paras. 60, 61 and 86).

Urban Local Government: Part V.

(xxii) The Councils of Township Authorities should progressively shed official members (para. 67).

(xxiii) Non-racial elective representation should be introduced based on wards (para. 68).

(xxiv) The franchise should not be limited to ratepayers (para. 69).

(xxv) Neighbouring Native Authorities should be represented on the Township Authority (paras. 70 and 85).

(xxvi) Government servants should have the vote and be eligible for appointment as councillors (para. 71).

(xxvii) The councils of major townships should be bodies corporate and should have power to make bye-laws (para. 73).

(xxviii) Financial autonomy should be granted to major townships based on grants-in-aid, assigned revenues and rates (para. 74).

(xxix) The rating valuation should be a Central Government service (para. 77).

(xxx) Autonomy should be granted to townships in possession of adequate executive staff and a good financial potential. Six townships qualify (para. 78).

(xxxi) Minor Settlements should be upgraded to townships or be controlled by county councils or Native Authorities (paras. 81 and 87).

(xxxii) The Dar es Salaam Municipality should be developed into an all-purpose local government body. The township of Tanga should become a municipality or an autonomous township (para. 82).

Elections: Part IX.

(xxxiii) The principle of elective representation to the Legislative Council is accepted (para. 104).

(xxxiv) Elections for Regional and County Councils should be introduced as soon as possible (para. 105).

(xxxv) Elections to urban local government councils are recommended on a ward system (paras. 68 and 108).

Miscellaneous: Part X.

(xxxix) Kiswahili should not be admitted as a second language in the Legislative Council (para. 109).

Programme of Reform: Part VII.

(xl) County Councils should be introduced without delay, followed by regionalization. Reform of Legislative Council, with elected representation, should follow within three years of inauguration of local government institutions (para. 99).

(xli) A committee should be appointed to plan the implementation of the recommendations for the new Legislative Council, including elections (para. 100).

APPENDIX I

Names of the Members of the Committee on Constitutional Development:—

- Mr. C. Mathew, C.M.G., K.C., Member for Law and Order (*Chairman*).
 Mr. J. Cheyne, C.M.G., succeeded on 17/3/50 by
 Mr. R. de Z. Hall, Member of Local Government.
 The Reverend Canon R. M. Gibbons, O.B.E., Minaki.
 Mr. E. C. Phillips, C.B.E., Dar es Salaam.
 Mr. V. M. Nazerali, O.B.E., Dar es Salaam.
 Mr. C. W. Carnegie Brown, O.B.E., Dar es Salaam.

Mr. I. C. Chopra, Mwanza.
 Chief Kidaha Makwaia, Shinyanga.
 Chief Adam Sapi, Iringa.
 Major S. E. du Toit, M.C., Arusha.
 Brigadier W. E. H. Scupham, C.M.G., M.C., Iringa.
 Mr. Juma Mwindadi, Dar es Salaam.
 Mr. I. C. W. Bayldon, Mbeya.
 Mr. A. Y. A. Karimjee, Dar es Salaam.
 Mr. G. N. Houry, Dar es Salaam.
 Chief M. H. Abdiel Shangali, M.B.E., until 23/11/50.
 Mr. M. A. Carson, O.B.E., until 12/11/50.
 Chief Petro Mugunda, until 5/9/50.

APPENDIX II

1. The travelling Sub-Committee consisted of the Member for Law and Order and the Member for Local Government, together with those unofficial members resident within the area which was being visited. Mr. V. M. Nazerali travelled to the Northern Province and to the Southern Highlands Province on the first occasion. Mr. A. Y. A. Karimjee travelled to Mbeya and Iringa on the second visit. The meetings in Dar es Salaam were attended by all members.

2. The Sub-Committee on Regional Organizations consisted of:—

Mr. C. Mathew, C.M.G., K.C., (*Chairman*).
 Mr. R. de Z. Hall.
 Brigadier W. E. H. Scupham, C.M.G., M.C.
 Mr. I. C. Chopra.
 Major S. E. du Toit, M.C.
 Chief Abdiel Shangali, M.B.E.
 Mr. M. A. Carson, O.B.E.

3. The Sub-Committee on Urban Local Government consisted of:—

Mr. R. de Z. Hall (*Chairman*).
 Mr. E. C. Phillips, C.B.E.
 Mr. Juma Mwindadi.
 Mr. I. C. W. Bayldon.
 Mr. A. Y. A. Karimjee.

APPENDIX III

List of persons and associations submitting evidence and memoranda:—

MBEYA

Z. E. Kingdon, District Commissioner, Rungwe.
 Mrs. I. C. W. Bayldon, representing the Uwemba Farmers' Association.
 W. H. May.
 A. J. Sanger.
 A. A. Oldaker, Provincial Commissioner, Southern Highlands Province.
 Chief Ilonga Sasawata.
 Chief Ntundu Lyoto.
 Gordon Mwansasu.
 Haji Jussufurnia Haji Abdullamia.
 Mohamed Hussein (for Indian Association).

IRINGA

Colonel C. L. Towne.
Halfani Mayagila.
E. Mzali.

DODOMA

Salim Saidi Mweran.
Ali Ponda.
D. F. Keeka (for Indian Association).
Hassan Suleman (for African Association).
Canon Jonathan Sonjoro.
Arab Association, Dodoma.
P. D. Muhando.
T. O. Pike, Provincial Commissioner, Central Province.
J. V. Shaw, District Commissioner, Dodoma.

KONGWA

R. H. Nocton and others.
Sebastian B. Budaha and others.

MOSHI

The Chagga Council.
Chagga Cultural Association.
Moshi Asian Association.
Kilimanjaro Union.
Chagga Union.
Goan Association, Moshi.

ARUSHA

Indian Association, Arusha.
F. J. Blake.
Muslim Union.
African Association, Arusha.
Northern Province Council.

TANGA

Hemed Ali.
Upare Advisory Council and Mwalim Fanuel Kaleya.
Tanga Discussion Group.
A. M. Dyer, District Commissioner, Tanga.
Indian Association, Tanga.
Archdeacon Sydenham of Korogwe.
E. F. Hitchcock, C.B.E.
Goan Association, Tanga.
Wapare Union.
W. P. Holder.

TABORA

Chief Nassoro Fundikira.
Chief Msabila Lugusha.
J. D. Bates, District Commissioner, Tabora.
Indian Association, Tabora.
Juma Salim.
A. B. Hodgson, District Officer, Tabora.
Alexander M. Tobias and H. E. Mwambenja.

MWANZA

Lake Province Council.
 Capt. J. Bennett.
 Chief Shoka Luhende and Chief Majeberere.
 Mwanza African Community.
 Mwanza Cultural Club.
 Alypius Manyaga.
 Indian Community, Musoma.
 African Association, Shinyanga.
 Indian Association, Mwanza.
 K. B. A. Dobson, District Commissioner, Mwanza,
 and K. H. Pickett.
 M. M. Hess, Mennonite Mission, Musoma.
 E. W. Pennefather, P.W.D., Mwanza.
 Indian Association, Nansio, Ukerewe.
 Indian Association, Maswa.

BUKOBWA

Chief D. Rugomora and others.
 Chief D. A. B. Balamba.
 African Association, Bukoba.
 Gelasi Lugafunya and others.
 Gregory Kamukala.
 William Mbakile.
 Joel Barozi.
 E. D. Lushakuzi.
 Bukoba Township Authority.
 Ihangiro Chiefdom Representatives.
 Indian Association, Bukoba.
 Muslim Asian Association, Bukoba.
 Rev. G. Bernander.
 Bukoba Chamber of Commerce.
 T. F. B. Jagger, District Officer, Bukoba.
 Arab Association, Bukoba.
 Sub-Chief Taibu Songoro.

MOROGORO

Major H. R. Ruggles-Brise, M.C.
 D. Parker.
 Indian Association, Morogoro.
 Kassamali Merali.
 African Association, Kilosa.
 Issa Fazel Kassam.
 Chief Sabu bin Sabu.
 Abdalla Mwande.
 Abdalla Tangeni.

LINDI

Archdeacon E. M. H. Capper, U.M.C.A.
 Bishop of Masasi.
 Liwali Ahamed of Lindi.
 Indian Association, Lindi.
 Nationals of the Republic of India.
 S. D. Kiama and S. Panduka.
 D. S. O'Callaghan, District Commissioner, Lindi.
 Lindi Township Authority.
 H. S. Senior, Senior District Officer, Lindi.
 A. H. Pike, O.B.E., Provincial Commissioner, Southern Province.

MTWARA

D. S. Ramam.

NACHINGWEA

D. Middleton-Stewart and others.
David Jackson and others.

DAR ES SALAAM (*First Session*)

Liwali Hamed Saleh, Dar es Salaam.
S. J. N. Kiruka and others.
Bondei Community, Dar es Salaam.
Martin Chabay and others.
African Association, Dar es Salaam.
Indian Association, Dar es Salaam.
Nationals of the Republic of India.
D. M. Anjaria.
M. O. Abbasi.

MBEYA (*Second Visit*)

Southern Highlands Provincial Council.
S. M. Gilbert.
Rungwe District Regional Committee, T.E.C.
S. H. Clague-Smith.
E. Knudsen.
G. P. Fuller.
S. A. Edward Mwaipya.
J. N. Cormack.
Mrs. I. C. W. Bayldon.

IRINGA (*Second Visit*)

A. A. N. Burton.
Athmani Mankano.
Musa Kiwanga.
Sao Hill Regional Committee, T.E.C.

DAR ES SALAAM (*Second Session*)

Tanganyika European Council, Dar es Salaam.
Indian Association, Dar es Salaam.
Eastern Province Regional Committee, Tanganyika European Council.
G. H. Hemani, Dar es Salaam.
Southern Up-Countries African Association.
Germanus Hamel Pacha, Mpanda.
Ishakia Association, Moshi.
Ali Makani, Shinyanga.
Three Ngudu Africans.
M. K. Narcisse and K. L. Gabriel, Bukoba.
Hindu Mandal, Dodoma.
Mikindani Africans.
Anti-Slavery and Aborigines Protection Society.
Kenya African Union and East African Indian National Congress.
W. P. Holder, Tanga.
Martin Malale, Tabora.
E. M. Chamrishi, Ngudu.
Central Muslim Association, Dar es Salaam.
Association of Chambers of Commerce and Industry for Eastern Africa.
East African Indian National Congress, Nairobi.

APPENDIX IV

Places visited by the travelling Sub-Committee:—

Southern Highlands Province.

Mbeya: March 9th and June 23rd.

Iringa: March 11th and June 27th.

Central Province.

Dodoma: March 14th.

Kongwa: March 15th.

Northern Province.

Moshi: March 28th.

Arusha: March 30th and 31st.

Tanga Province.

Tanga: April 5th.

Western Province.

Tabora: April 20th.

Lake Province.

Mwanza: April 24th.

Bukoba: April 25th.

Eastern Province.

Morogoro: May 10th.

Dar es Salaam: June 8th and August 31st.

Southern Province.

Lindi: May 25th.

Mtwara: May 26th.

Nachingwea: May 26th.

DESPATCH FROM HIS EXCELLENCY THE GOVERNOR TO THE SECRETARY OF STATE FOR THE COLONIES

GOVERNMENT HOUSE,

DAR ES SALAAM.

22nd March, 1951

Ref. No. 50000/99

No. 8

The Right Honourable James Griffiths, M.P.,

His Majesty's Principal Secretary of State for the Colonies,

Church House,

Great Smith Street, London, S.W.1

Sir,

I have the honour to inform you that the Committee which was appointed with the following terms of reference:—

"To review the present constitutional structure in the territory, both local and territorial, and to make recommendations for future constitutional developments in the territory."

has now completed its work and I attach a copy of its Report.

2. As the Chairman has pointed out in the letter submitting the Report, the Committee has been fortunate in being able to carry out its deliberations in an atmosphere relatively free from political tension. This has enabled it to review the problems under examination dispassionately and without undue haste, and I

would like to take this opportunity of thanking the Chairman and Members of the Committee for the comprehensive report which they have submitted.

3. In paragraph 21 of its report the Committee has drawn attention to the obligations of the Administering Authority in Tanganyika under Article 6 of the Trusteeship Agreement. That Article does no more than restate the main principles which have guided the colonial policy of His Majesty's Government for many years past. For this reason and because of the similarity in some respects of the problems confronting Tanganyika and the other East African territories, it would be wise to take full advantage of the experience of those territories in considering constitutional development in this country. Nevertheless because of the position of Tanganyika as a trust territory, local problems require special treatment.

4. It is desirable that in the first instance the report should be published and made available for public discussion of its recommendations. After there has been a suitable interval for such public consideration of the issues involved, it would then be desirable that the report should be debated in the Tanganyika Legislative Council and not until that stage should, I submit, Government's decisions on the recommendations be taken. You will however wish to have some preliminary indication of my views on the report, pending this procedure. This despatch accordingly gives my opinion on the issues involved, which it must be understood are preliminary views and not to be taken as my final recommendations to you for action, until there has been an opportunity of public discussion of the report in accordance with the above proposal. I suggest that in due course this despatch should be published, together with the Committee's report.

5. As will be seen from the Report, the recommendations of the Committee fall under four principal headings:—

- (a) the establishment of county councils, and the further development of township councils, as genuine organs of local government;
- (b) the decentralization of some of the powers of the Central Government to regional administrations;
- (c) the future organization of the Legislative Council;
- (d) the introduction of the elective principle in the selection of non-official candidates for both Central and Local Government bodies and the types of electoral system best suited to the varying circumstances of those bodies.

6. The Committee have necessarily confined themselves to broad recommendations of principle and have indicated under each head that, if their recommendations are accepted, a number of important questions will have to be investigated by *ad hoc* committee or by other means before the recommendations can be implemented. I consider that all those outstanding questions could best be examined under the direction of a single Commissioner from outside the territory, selected for his specialized knowledge of constitutional theory and practice. It would be necessary for him to be assisted by one or more advisers on particular fields of the enquiry and where appropriate by officers of the Tanganyika Government. Members of the public possessing an intimate knowledge of the Territory should, I suggest, be associated with him. To assist the Commissioner in the field of local government, I trust that you would be willing to make available for this purpose Mr. R. S. Hudson, C.M.G., now head of the African Studies Branch of the Colonial Office and formerly Secretary for Native Affairs, Northern Rhodesia.

7. Turning first to the recommendations regarding the institution of county councils and the further development of urban local government, I have recently reported in a separate despatch the marked, although somewhat uneven, progress

which has been made in recent years in the establishment of African councils. Where these councils have executive powers, they, equally with those Native Authorities which are still constituted in a form other than that of a council, are genuine local government bodies. These bodies, however, must necessarily consist entirely of Africans, with the result that the European and Asian inhabitants of Tanganyika have hitherto been unable to take part in local government unless they happened to live in townships. The county councils proposed by the Committee will afford the opportunity for non-Africans to participate in local government activities in rural areas.

8. The experiment of provincial councils in the Lake and Southern Highlands Provinces has been valuable as a demonstration of how well inter-racial councils can work at the provincial level; and, although these councils are not in fact organs of local government, it has become markedly evident in the course of their working that a strong demand exists for local government bodies on which all races are represented.

9. I welcome, therefore, all the recommendations in the Report regarding the establishment of county councils and propose to ask the Commissioner, to whom I have referred in paragraph 6 of this despatch, to examine the implications of the recommendations made in the Report and to make proposals regarding the areas of jurisdiction, the constitution, the functions and the finances of the suggested county councils. This enquiry would also cover the recommendation in paragraph 50 of the Committee's Report for the grouping of administrative districts into counties. The reasons adduced in support of this proposal appear to me to be unexceptionable and the task of enquiring into the organization of these counties should be a relatively simple matter, although there may be a little difficulty in one or two cases where it seems probable that the boundaries of the new "counties" will cut across existing provincial boundaries. The Commissioner would be assisted in these enquiries by the Member for Local Government and, if you agree, by Mr. Hudson, and, on financial questions, by a senior officer of the Finance Branch of the Secretariat. It should, perhaps, be mentioned here that, in view of the marked divergence of conditions in the different parts of this large Territory, there will inevitably be substantial variations in the composition of the non-official membership of county councils in accordance with local circumstances.

10. The recommendations made in the Report regarding the development of urban local government are generally acceptable to me. It is clear that if the larger township authorities are to develop into satisfactory organs of local government, they must be granted a greater degree of autonomy than they now possess; and a major pre-requisite of such independence is the grant of a considerable measure of control over their own revenue, as well as over their own expenditure.

11. There are two points, however, on which I am not entirely at one with the views of the Committee. I should prefer to leave open the question which townships should qualify for the immediate grant of autonomous status and not to decide here and now that the six major townships listed in paragraph 78 of the Report should be the only ones to merit consideration at present. Secondly, with special reference to paragraph 80 of the Report, there may be cases where it would be advantageous for a comparatively large town in one of the new "counties" to be included within the area of jurisdiction of the "county council" and not to form a self-governing unit on its own. The bonds linking a town to the surrounding countryside are sometimes extremely close and it might well happen in such a case that it would be to the benefit of all concerned if the two formed part of the same local government unit. This would be particularly the case if it seemed probable that the township might find some difficulty in meeting the financial obligations which the grant of autonomous status would entail.

12. This and other questions relating to urban local government, apart from the question of the electoral system in townships, to which I will refer below, can readily be handled by the existing Government machine. I propose with your agreement to have the examination carried out by the Member for Local Government, assisted by other Members where necessary, and, when it is complete, the necessary legislation will be introduced.

13. It will be observed that the Committee has recommended—and I find myself in agreement with it on this point—that both Native Authorities and Township Authorities should continue to be responsible to the Central Government, except in so far as there may be delegation of functions to them from the County Councils. A corollary to the acceptance of the continued existence of purely African local government bodies will be the need to replace the existing patchwork Native Authority Ordinance (Chapter 72 of the Laws) with a comprehensive African Local Government Ordinance. Work on the first draft of this will proceed forthwith, although the final version will have to await the decisions concerning the precise powers and functions to be allotted to county councils.

14. In Part III of the Report the Committee has recommended the establishment of regional administrations and, as an essential corollary, the creation of inter-racial regional councils, which should control expenditure by the voting of the regional budgets, advise on regional policy and exercise general powers of question and criticism. In relation to the recommendations it must be made absolutely clear from the outset, as it is a matter over which much confusion may arise, that these regional councils if established would *not* be local government bodies. They would be projections of the Central Government and would be subject to the overriding authority of the Legislative Council and to the reserve powers of the Regional Commissioners. I have stressed here the advisory nature of the proposed duties of regional councils. If regional administrations were in fact to be set up, then as the economic and educational standards of the people rise and as experience is gained in the working of these new administrative bodies, the regional councils would probably develop into something of the nature of Houses of Assembly, with restricted legislative powers of their own.

15. These very important proposals for the establishment of regional administrations, supported by regional councils, have received my closest attention. I am in full agreement with the Committee that, if the Government of this Territory is going to function at maximum efficiency, a considerable degree of decentralization of the administrative and executive powers of the Central Government is desirable. History has shown that too great a concentration of power at the centre has resulted in the weakening of the local administrative branches and a tendency towards an increasing loss of touch between Government and people. I am, however, somewhat doubtful whether this can necessarily best be achieved at the present time by the establishment of regional administrations on the lines recommended in the Committee's Report. As will be apparent from paragraph 41 of the Report, the Committee itself appreciates that it is not in a position, in the absence of accurate knowledge of the intricate administrative and financial implications of such a reorganization, to go beyond recommending that the principle of decentralization should be accepted and that the details of the reorganization involved should form the subject of a specialized enquiry. I agree that a careful and exhaustive enquiry into this matter will be essential. This also, as I have indicated in paragraph 6 above, should be entrusted to the proposed Commissioner from outside the Territory, assisted by appropriate officers of the Tanganyika Government. The existing system of administration on a provincial basis, although it is admittedly defective in some respects, has nevertheless stood the test of time for a considerable period and it will be open to the Commissioner to say, if he feels justified in doing so, that in his view the principle of decentralization can be made

effective by using the existing system, with substantial modifications, and that it will not be necessary to introduce the suggested regional administrations. Whatever is done, it will be essential to ensure that it brings Government and people into a closer relationship and does not introduce an additional storey into the existing bureaucratic structure and thereby make it more, and not less, difficult for the ordinary man to maintain contact with the officers and organizations of the Central Government.

16. There now remains for consideration the section of the Report dealing with the future constitution of the Legislative Council. I agree with the recommendation that the Council should be increased in size. Tanganyika is a large and rapidly developing territory and, if all areas are to be adequately represented, the present number of members is no longer sufficient. The Committee has mentioned the difficulty which may arise from the lack of persons with the time and qualifications needed to serve as members of the Council and has made the somewhat novel recommendation that African government servants should be permitted to become members of the Council on resigning their positions temporarily, while preserving their pension rights. This recommendation presents difficulties. I am not convinced that the problem of finding sufficient potential members of Legislative Council among Africans outside Government service has not been exaggerated. In any case, it is in my view open to doubt whether a Government employee should be allowed to remain in the service if he wishes to become an unofficial member of the Legislative Council. With the rapid economic development of the Territory now in progress, such a man should have little difficulty in obtaining employment outside Government.

17. I am in agreement with the recommendation of the Committee that the official majority of the Legislative Council should be retained for the present. The reasons advanced by the Committee in support of their recommendation carry conviction and from representations which have been made to me direct from time to time, I believe this to be the general wish of the majority of the people of all races in the Territory at the present time.

18. I now turn to the Committee's recommendation regarding the distribution of non-official seats on the Council. It has long been the accepted policy of the Tanganyika Government to foster inter-racial co-operation by every means and the principle of equal representation of the three main races has already been accepted in a number of public and quasi-public bodies. The Committee's recommendation represents a logical development of the existing practice.

19. The Committee has recommended that an enlarged Legislative Council with elected representation should be brought into being not later than three years after the introduction of the regional system, or should regionalism not be feasible or be unduly delayed, not later than three years after the establishment of the proposed local government institutions. I am in agreement with this recommendation in so far as it emphasizes the need to proceed step by step and to consolidate the ground gained. The creation of county councils and regional administrations (assuming that the latter do in fact come into being) constitute major reforms which are in advance of the political conceptions of the great majority of the people of this Territory and it will need marked and sustained efforts on the part of all concerned, both Government officers and leading Africans and others, to secure that the mass of the African people are aroused to a consciousness of the true implications of these reforms and of the benefits which are confidently expected to flow from their introduction. Until this consciousness exists it is vain to hope that the Africans or indeed the other communities, will be able to play their full part in the working of any councils which may be introduced and it is essential, therefore, that this groundwork be well and patiently done. For

these reasons I would not like to see this Government tied to any rigid time-table for the successive implementation of the various reforms proposed. At the same time I should like to see a definite objective fixed for the date of the introduction of the reconstituted Legislative Council, and I suggest that this objective should be to establish the new Council not more than five years after the date of the approval in principle of the Committee's recommendations.

20. With regard to the other recommendations concerning the future constitution of the Legislative Council, I agree that the Governor should continue to preside over the Council for the time being, although I had hoped that it would be possible for other arrangements to be made. I attach importance to the recommendation of the Committee that at least two of the African representatives should be persons other than chiefs. I agree also with the proposal that a number of non-officials should be appointed to the official side of Legislative Council. The adoption of this proposal would make it possible for Government to benefit from the counsel of a number of well qualified and experienced men who might be unable, or unwilling, to offer themselves as candidates for the unofficial seats on Legislative Council. I see no reason why it should be necessary to create offices, which might well be sinecures for such persons: it should be possible to appoint them with or without office.

21. I am in full agreement with the proposal in paragraph 100 of the Report that a special committee should be set up to prepare a plan for carrying out the recommendations for the new constitution of the Legislative Council, including the preparation of an electoral scheme. I propose that this committee should consist of the Commissioner referred to in paragraph 6 of this despatch as chairman, with the Member of Local Government and two unofficial members of Legislative Council from each community as members. In addition to the duties outlined above, I would wish this special committee to make recommendations regarding the electoral systems to be adopted for elections to regional, county, municipal and township councils.

22. I have used the word "systems" in the plural deliberately as I am convinced that it will be impossible for many years to have anything approaching an uniform system of election, either for all the central and local government bodies in question or as between the different communities. It will be necessary to ascertain the most suitable method by careful examination in each case.

23. Of the other recommendations of the Committee, I accept that relating to the appointment of an African to the Executive Council. Also, though I have much sympathy with the reasons which have prompted the suggestion, I must agree with the Committee that it is impracticable to adopt Swahili as a second language in the Legislative Council. Apart from the difficulties and delays which would be occasioned by the need for interpretation, it is an inescapable fact that Swahili is not a language in which it would be possible to debate, or even to consider, legislation dealing with certain technical subjects. Reference, for example, to the Electricity Ordinance will make it clear at once how impossible it would be to prepare and debate such legislation in Swahili.

24. Where I have made no particular comment on any recommendation of the Committee, it can be assumed that I am prepared to accept it in the terms stated.

25. In conclusion I would say that the Committee has produced for the people of Tanganyika a plan for steady constitutional development, genuinely bringing in all three races and affording full opportunities for the more backward communities to take an increasingly active part in the government of the Territory as their political education progresses. In its progress towards attainment of the ultimate objectives of the Charter of the United Nations, Tanganyika has before it

a clear ideal—that the goal should be reached by a united people, all sections being adequately prepared and equipped to share in the responsibilities of self-government. The Committee has had this object firmly in mind and its plan will, I feel sure, commend itself to all men of goodwill who have the future advancement of this country at heart.

I have the honour to be,

Sir,

Your most obedient, humble servant,

E. F. TWINING,

Governor.

DESPATCH FROM THE SECRETARY OF STATE FOR THE
COLONIES TO HIS EXCELLENCY THE ACTING GOVERNOR

2576/51

TANGANYIKA

No. 344

COLONIAL OFFICE,

THE CHURCH HOUSE,

GREAT SMITH STREET,

S.W.1.

25th July, 1951

The Officer Administering the Government of Tanganyika

Sr,

I have the honour to refer to Sir Edward Twining's despatch No. 8 of the 2nd March enclosing a copy of the Report of the Tanganyika Constitutional Development Committee. I have postponed a reply to the despatch until I had had an opportunity of discussing the Committee's recommendations with the Governor during his present visit to this country.

2. I have now had the advantage of this discussion and I agree with the Governor that the Report is a valuable and constructive document. While I do not wish to express final opinions until the Report has been considered by the public in Tanganyika and debated by the Legislative Council, I am in general agreement with the preliminary views expressed in the Governor's despatch. I consider that the Committee, including as it did representatives of the three main sections of the population, European, Asian and African, is to be congratulated on having reached unanimity in these recommendations, particularly on the difficult question of unofficial representation in the Central Legislature. I am impressed by the view of the Committee, summarized in paragraph 96 of the Report, that equal representation on the Legislative Council is in the circumstances of Tanganyika the best method of ensuring and promoting the friendly co-operation between the three main racial groups of the population which is essential to the Territory's future progress and prosperity. I trust that, on mature consideration, this solution of a very difficult problem will commend itself to all communities in the territory and will be accepted by the Legislative Council. The Governor and I agree that the Report should be published in Tanganyika in August, so that time may be allowed to ascertain the trend of public opinion on the Committee's main recommendations before the Report is debated in the Legislative Council in November.

3. I am very glad to note that the Governor has been able to accept at once the Committee's proposal for African representation on the Executive Council and

that, on his recommendation, an African has in fact already been appointed to the Council.

4. It is clear, as the Governor emphasises in his despatch, that many matters of major importance and of detail will have to be examined and settled before the Committee's recommendations, if they are accepted, can be implemented. I agree with the Governor's view that enquiry into these matters can best be entrusted to an expert and widely experienced Commissioner from outside the Territory assisted by Government officials and others with intimate knowledge of local conditions. I am at present considering the selection of a suitable person for this purpose; his actual appointment would, of course, await the outcome of the debate in the Legislative Council on the Committee's Report. In accordance with the Governor's request, I should be glad to make available to assist him, in the field of local government, Mr. R. S. Hudson, C.M.G., Head of the African Studies Branch of the Colonial Office.

5. As at present advised I share the doubts which the Governor expresses in his despatch as to the desirability of introducing regional administrations at this stage, as recommended by the Committee, in place of the present provincial system. As he suggests, that is a matter on which it is desirable, before a decision in principle is taken, to have the expert advice of the Commissioner whom it is proposed to appoint. I note that he will be assisted in his part of his enquiry by appropriate officers of the Tanganyika Government.

6. While I appreciate that for the reasons given in paragraph 18 of the Governor's despatch the introduction of the newly constituted Legislative Council should not be unduly hastened and that a rigid time-table would not be desirable, I welcome the suggestion made by the Governor in that paragraph that an objective of five years should be set for implementing the Committee's recommendations regarding the Legislative Council.

7. It now remains for the Report to be published and made available for public discussion, and subsequently debated in the Tanganyika Legislative Council. I shall await the Governor's definite recommendations for action in the light of that public discussion and debate.

I have the honour to be,

Sir,

Your most obedient, humble servant,

JAMES GRIFFITHS.

APPENDIX II

UNITS OF MEASUREMENT

Relationships between English Units with Metric Equivalents

LENGTH

	1 inch	=	2.540 centimetres
12 inches	= 1 foot	=	.3048 metres
3 feet	= 1 yard	=	.9144 metres
1760 yards	= 1 mile	=	1.609 kilometres

AREA

	1 sq. foot	=	.0929 sq. metres
9 sq. feet	= 1 sq. yard	=	.8361 sq. metres
4840 sq. yards	= 1 acre	=	.4047 hectares
640 acres	= 1 sq. mile	=	2.590 sq. kilometres

VOLUME

1 cubic foot	=	.0283 cubic metres
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CAPACITY

1 pint	=	.5682 litres
8 pints	= 1 imperial gallon	= 4.546 litres

WEIGHT

	1 ounce troy	=	31.10 grammes
	1 ounce avoirdupois	=	28.35 grammes
16 ounces avoird.	= 1 pound (lb.)	=	.4536 kilogrammes
100 lbs.	= 1 cental	=	45.36 kilogrammes
112 lbs.	= 1 hundredweight (cwt.)	=	50.80 kilogrammes
20 cwt.	= 1 ton or long ton	=	1.016 tonnes

APPENDIX III POPULATION

The last census of the population was taken in 1948. The following table gives census figures for 1931 and 1948 and estimates for 1950. Estimates for 1951 are not yet complete, but there have been no unusual movements of population during the year. Reliable details of birth and mortality rates, mean expectation of life and distribution by occupation and educational levels are not available.

Province (Land Area)	Race (Density)	1931		1948		1950	
		Males	Females	Males	Females	Males	Females
Central (36,410 sq. miles)	Europeans	356	146	839	562	790	735
	Asians	1,394	834	2,363	1,874	3,562	2,942
	Africans	276,996	302,716	387,651	427,694	393,800	439,400
	Totals (Per square mile)	278,746 (16.0)	303,696	390,853 (22.5)	430,130	398,152 (23.1)	443,077
Eastern (42,094 sq. miles)	Europeans	1,624	811	1,473	1,102	1,679	1,230
	Asians	7,979	5,158	12,259	9,711	15,421	13,332
	Africans	266,264	259,775	446,894	452,713	459,900	470,700
	Totals (Per square mile)	275,867 (12.8)	265,744	460,626 (21.9)	463,526	477,000 (22.8)	485,262
Lake (39,134 sq. miles)	Europeans	305	153	538	348	660	431
	Asians	2,096	1,266	4,697	3,721	4,847	3,951
	Africans	601,592	644,481	858,212	967,810	906,600	1,008,400
	Totals (Per square mile)	603,993 (31.9)	645,900	863,447 (46.8)	971,879	912,107 (49.2)	1,012,782
Northern (32,165 sq. miles)	Europeans	1,047	703	2,198	3,764	1,231	1,118
	Asians	1,181	632	2,892	3,318	3,021	2,420
	Africans	170,586	173,612	295,703	283,216	309,200	296,000
	Totals (Per square mile)	172,814 (10.8)	174,947	300,793 (18.3)	289,298	313,452 (19.0)	299,538

Southern (55,333 sq. miles)		1929 479,079	1939 693,033	1948 1,072,318	1953 1,304,213	1958 1,839,078	1963 2,291,729
		Europeans Africans	Europeans Africans	Europeans Africans	Europeans Africans	Europeans Africans	Europeans Africans
		306,391	330,174	419,344	466,844	427,700	474,700
Totals (Per square mile)		307,555	330,996	421,434	466,844	430,637	476,731
			(11.5)		(16.0)		(16.4)
Southern Highlands (45,472 sq. miles)	Europeans	578	354	973	1,279	1,097	840
	Asians	227	402	1,543	1,202	1,728	1,374
	Africans	216,662	275,249	386,907	457,970	402,300	476,200
	Totals (Per square mile)	217,467	276,005	389,423	460,451	405,125	478,414
			(10.8)		(18.6)		(19.4)
Tanga (13,803 sq. miles)	Europeans	681	478	754	628	1,020	811
	Asians	2,766	3,227	4,808	3,843	5,536	5,386
	Africans	189,314	166,600	291,870	254,422	300,300	262,100
	Totals (Per square mile)	192,761	170,305	297,432	258,893	306,856	268,297
			(26.3)		(40.3)		(41.7)
Western (78,405 sq. miles)	Europeans	450	228	555	299	568	313
	Asians	2,558	1,314	3,082	2,333	2,748	2,196
	Africans	400,411	441,817	432,894	503,904	442,800	520,100
	Totals (Per square mile)	403,419	443,359	436,531	506,536	446,116	522,609
			(10.8)		(12.0)		(12.3)
Territorial Totals (342,706 sq. miles)	Europeans	5,226	3,002	7,848	8,197	8,123	6,218
	Asians	19,180	13,526	33,216	26,296	38,722	32,892
	Africans	2,428,216	2,594,424	3,519,475	3,813,064	3,642,600	3,947,600
	Totals	2,452,622	2,610,952	3,560,539	3,847,557	3,689,445	3,986,710
(Per square mile)			5,063,574 (14.7)		7,408,096 (21.6)		7,676,153 (22.4)

APPENDIX IV

ADMINISTRATIVE STRUCTURE OF GOVERNMENT.

A. Departmental Establishment—1951

TABLE showing, by Departments of the Territorial Administration, the positions (both principal and subordinate but exclusive of menial and casual) for which provision was made in 1951 and the number of positions in each category according to race and sex.

In most cases the salaries of the positions shown in this list are on an incremental scale and the majority of the staff employed in a clerical or similar capacity are also graded. No attempt has been made to include in this list the details of salaries, full particulars of which will be found in the territorial estimates.

Note: (F) indicates positions held by women.

Department	Designation	European	Asian	African
GOVERNOR	Governor	1	—	—
	Private Secretary	1	—	—
	Assistant Private Secretary and Aide-de-Camp	1	—	—
	Cypher Officer	1	—	—
	Stenographers	2(F)	—	—
	Cypher Assistant	1(F)	—	—
	Housekeeper at Government House	1(F)	—	—
	Clerk	—	—	1
	Housekeeper at Governor's Lodge	1(F)	—	—
	Motor Drivers	—	—	4
	Butler	—	1	—
Accountant General	Accountant General	1	—	—
	Deputy Accountant General	1	—	—
	Chief Accountant	1	—	—
	Senior Accountants and Accountants	21	—	—
	Revenue Officers	17	—	—
	Stock Verifiers	2	—	—
	Govt. Passage Agent	1	—	—
	Office Superintendents	1	1	—
	Hollerith Supervisor	1	—	—
	Hollerith Operator	—	1	—
	Stenographers	3(F)	—	—
	Chief Book-keeper	—	1	—
	Chief Cashier	—	1	—
	Office Assistant	—	1	—
	Assistant Sub-Accountants	—	8	—
	Establishment Assistant	—	1	—
	Examiner of Accounts	—	1	—
	Clerks	—	164	127
Administrator-General	Administrator General	1	—	—
	Assistant Administrators General	1	1	—
	Office Assistant	—	1	—
	Clerks	—	8	—
Agriculture	Director	1	—	—
	Deputy Director	1	—	—
	Chief Soil Conservation Officer	1	—	—
	Regional Assistant Directors	4	—	—
	Senior Research Officers	2	—	—

Department	Designation	European	Asian	African
Agriculture (cont.).	Entomologists	4	—	—
	Plant Pathologists	2	—	—
	Botanists	2	—	—
	Senior Agricultural Officers and Agricultural Officers	50	—	—
	Plant Physiologist	1	—	—
	Geneticist	1	—	—
	Senior Tobacco Officers and Tobacco Officers	3	—	—
	Agricultural Officer	2	—	—
	Beeswax Officers	2	—	—
	Fisheries Officers	4	—	—
	Superintendents of Agriculture	2	—	—
	Master Fisherman	1	—	—
	Secretary—Lake Province Cotton Committee	1	—	—
	Agricultural Assistants	93	—	—
	Executive Officers District Production Committee	3	—	—
	Entomologist's Assistant	1	—	—
	Temporary Crop Supervisors	12	—	—
	Temporary Scientific Assistant	1	—	—
	Secretary	1	—	—
	Horticulturist	1	—	—
	Office Superintendent	1	—	—
	Stenographers	5(F)	—	—
	Secretary and Librarian, Sisal Experimental Station	1	—	—
	Mechanic	1	—	2
	Indian Assistant Masters	—	2	—
	Junior Agricultural Assistants	3	—	7
	African Agricultural Assistants	—	—	—
	Office Assistants	—	2	—
	Clerks	1(F)	33	76
	Coffee Grading Assistants	—	—	9
	Recorders	—	—	96
	Artisans	—	—	28
	Instructors	—	—	972
	Laboratory Assistants	—	—	12
	Overseers	—	—	60
	Motor Drivers	—	—	76
	Teachers	—	—	14
Conservation Staff	Soil Conservation Officers	3	—	—
	Mechanic Foreman	1	—	—
	Secretary typist (Temporary)	1(F)	—	—
	Grader Operators	—	—	5
	Medical Assistant	—	—	1
Audit	Director of Audit	1	—	—
	Deputy Director of Audit	2	—	—
	Senior Auditors, Auditors and Assistant Auditors	9	—	—
	Chief Examiner and Examiners of Accounts	—	3	—
	Clerks	—	33	1
	Commissioner for Co-operative Development (and Registrar of Co-operative Societies)	1	—	—
Co-operative Societies	Senior Co-operative Officers and Co-operative Officers	12	—	—
	Clerks	—	6	8

Department	Designation	European	Asian	African
Co-operative Societies (cont.)	Assistant Co-operative Inspectors	—	—	30
	Motor Drivers	—	—	2
Custodian of Enemy Property	Custodian	1	—	—
	Deputy Custodian	1	—	—
	Senior Assistant Custodian and Assistant Custodians	6	—	—
	Chief Accountant, Assistant Chief Accountant and Accountants	5	—	—
	Office Superintendent	1	—	—
	Book-keeper	1(F)	—	—
	Stenographers	2(F)	—	—
	Inspectors of Plantations	2	—	—
	Clerks	—	24	4
	Motor Driver	—	—	1
Development Organization	Commissioner for Develop- ment	1	—	—
	Stenographers	3(F)	—	—
	Research Officer	1	—	—
	Field Officers	11	—	—
	Supervisor (Development Scheme)	1	—	—
	Senior Field Executive Officer	1	—	—
	Entomologists (Development Scheme)	4	—	—
	Chemist	1	—	—
	Laboratory Technician	1	—	—
	Laboratory Assistants	2	—	—
	Engineer/Architect	1	—	—
	Building Inspectors	2	—	—
	Physicist and Assistant Physi- cist	2	—	—
	Senior Scientific Officer	1	—	—
	Clerks	1(F)	4	10
	African Recorders and Sur- veyors	—	—	3
	Drivers	—	—	7
	Radio Operator	1	—	—
	Instructors	—	—	42
	Carpenters	—	1	3
	Laboratory Assistants	—	—	6
Education	Director	1	—	—
	Deputy Director	1	—	—
	Assistant Directors	3(1F)	—	—
	Secretary	1	—	—
	Superintendent of Agricultural Education	1	—	—
	Superintendent of Technical Education	1	—	—
	Inspector of Non-African Schools	1	—	—
	Supervisor of School Buildings	1	—	—
	Office Superintendent	1	—	—
	Women Administrative Assis- tants	2(F)	—	—
	Stenographers	3(F)	—	—
	Senior Education Officers and Education Officers	60	—	—
	Women Education Officers	29(F)	—	—
	Industrial Instructors	15	—	—
	Clerical Instructors	2	—	—
	Assistant Master	1	—	—

Department	Designation	European	Asian	African
Education (cont.)	Principal	3	—	—
	Vice-Principal	1	—	—
	Senior Instructor and Instructors	18	—	—
	Bursar	2	—	—
	Camp Manager	1	—	—
	Technical Storekeeper	1	—	—
	Nursing Sisters	2	—	—
	Stenographer	1(F)	—	—
	Headmasters and Masters	20	3	—
	Mistresses and Women Education Officers	52(F)	—	—
	Senior Matrons and Assistant Matrons	33(F)	—	—
	Nurse Matrons	3(F)	—	—
	Housekeepers	5(F)	—	—
	Secretaries	4(F)	—	—
	Maintenance and Upkeep Inspector	1	—	—
	Inspectors of Indian Schools	—	2	—
	Office Assistant	—	1	—
	Clerks	6(F)	24	53
	Storekeeper	—	—	1
	Telephone Operator	—	—	1
	African Industrial Instructors	—	—	72
	Assistant Education Officers	—	—	57
	African Teachers	—	—	1,445(109F)
	Laboratory Assistants	—	—	10
	Drill Instructors	—	—	3
	Hospital Assistants	—	—	14
	Motor Drivers	—	—	28
	Junior Instructors	—	—	35
	Dressers	—	—	3
	Indian Assistant Masters	—	102	—
	Indian Assistant Mistresses	—	8(F)	—
	Conservator of Forests	1	—	—
	Deputy Conservator of Forests	1	—	—
	Forestry Development Officer	1	—	—
	Senior Assistant Conservators and Assistant Conservators of Forests	24	—	—
	Utilization Officer	1	—	—
	Silviculturist	1	—	—
	Superintending Foresters and Foresters	25	—	—
	Surveyor	1	—	—
	Timber Inspectors	3	—	—
	Saw Doctor	1	—	—
	Office Superintendent	1	—	—
	Stenographer	1(F)	—	—
	Female Technical Assistant	1(F)	—	—
	Office Assistant	—	1	—
	Artisan	—	—	1
	Clerks	6(5F)	7	36
	Surveyors	—	—	2
	Herbarium Assistant	—	—	1
	Forest Rangers	—	—	19
	Overseer	—	—	1
	Carpenters	—	—	3
	Motor Drivers	—	—	23
	Motor Boat Driver	—	—	1
	Senior Forest Guards and Forest Guards	—	—	289
	Patrolmen	—	—	90

Department	Designation	European	Asian	African
<i>Games</i>	Game Warden	1	—	—
	Park Warden	1	—	—
	Senior Game Rangers and Game Rangers	14	—	—
	Office Superintendent	1	—	—
	Clerks	—	1	9
	Game Scouts	—	—	325
	Motor Drivers	—	—	7
	Temporary Assistant Elephant Control Officers	2	—	—
<i>Geological Survey</i>	Director	1	—	—
	Senior Geologists and Geo- logists	20	—	—
	Senior Metallurgist and Metallurgist	2	—	—
	Mineralogist Chemist	1	—	—
	Chemist	1	—	—
	Geo-Chemists	2	—	—
	Chief Draughtsman	1	—	—
	Geological Draughtsmen	2	—	—
	Mechanical Superintendents/ Inspectors	2	—	—
	Office Superintendent	1	—	—
	Storekeeper Clerk	1	—	—
	Works Foreman	1	—	—
	Stenographer	1(F)	—	—
	Librarian	1(F)	—	—
	Clerks	1(F)	—	13
	Laboratory Assistants	—	—	8
	Field Assistants	—	—	21
	Motor Drivers	—	—	21
	Tracers	—	—	2
	Artisans	—	—	4
<i>Government Chemist</i>	Government Chemist	1	—	—
	Chemists	7	—	—
	Stenographer	1(F)	—	—
	Assistant Chemists	—	2	3
	Chemical Assistants	—	1	17
	Clerks	—	—	3
<i>Grain Storage</i>	Laboratory Attendants	—	—	4
	Director	1	—	—
	Assistant Director	1	—	—
	Provincial Produce Officers	10	—	—
	Storage Officers and Assistant Storage Officers	8	—	—
	Engineer	1	—	—
	Accounting Officer	1	—	—
	Stenographers	3(F)	—	—
	Assistant Accountant	—	1	—
	Clerks	—	4	4
<i>Immigration</i>	Principal Immigration Officer	1	—	—
	Immigration Officers	8	—	—
	Office Superintendent	1	—	—
	Passport Officer	1(F)	—	—
	Stenographers	2(F)	—	—
	Clerks	—	15	5
<i>Information</i>	Public Relations Officer	1	—	—
	Publicity Officer	1	—	—
	Stenographer	1(F)	—	—
	Vernacular Editors	—	—	2
	Sub-Editor	—	—	1

Department	Designation	European	Asian	African
Information (cont.)	Clerks	—	1	2
	Mobile Cinema Assistants	—	—	6
	Photographic Assistant	—	—	1
	Translator	—	—	1
Judicial	Chief Justice	1	—	—
	Puisne Judges	4	—	—
	Resident Magistrates	20	—	—
	Registrar	1	—	—
	Deputy Registrar	—	1	—
	Stenographer	1(F)	—	—
	Legal Office Assistants	—	3	—
	Legal Clerks and Interpreters	—	28	2
	Clerks and Interpreters	—	19(1F)	27
	Process Servers	—	—	39
Labour	Labour Commissioner	1	—	—
	Deputy Labour Commissioner	1	—	—
	Regional Assistant Labour Commissioner	1	—	—
	Labour Officers	24	—	—
	Senior Electrical Engineer	1	—	—
	Electrical Engineers	2	—	—
	Factory Inspectors	2	—	—
	Training within Industry Instructor	1	—	—
	Boiler Inspector	1	—	—
	Trade Testing Inspector	1	—	—
	Office Superintendent	1	—	—
	Stenographers	3(F)	—	—
	Assistant Electrical Inspector	—	1	—
	Clerks	—	12	52
	Labour Inspectors	—	—	15
	Sanitary Inspectors	—	—	14
	Motor Drivers	—	—	10
Land and Mines	Director	1	—	—
	Secretary and Assistant Secretary	2(F)	—	—
	Stenographers	6(F)	—	—
	Land Officers and Assistant Land Officers (2 settlement)	8	—	—
	Field Settlement Officers	1	—	—
	Senior Land Assistant and Land Assistants	11	1	—
	Land Rangers (Settlement)	7	—	—
	Valuers	5	—	—
	Land Settlement Assistants	2	—	—
	Chief Inspector of Mines	1	—	—
	Royalty Assessor	1	—	—
	Senior Inspector of Mines and Inspector of Mines	11	—	—
	Secretary Stenographer	1	—	—
	Assistant Officer Superintendents	2	—	—
	Mining Wardens	6	—	—
	Beacon Inspector	1	1	—
	Woman Administrative Assistant	1(F)	—	—
	Registrar-General	1	—	—
	Assistant Registrars-General	2	—	—
	Registry Superintendent and Assistant Registry Superintendent	2	—	—
	Draughtsman	1	—	—
	Registry Assistant	—	1	—

Department	Designation	European	Asian	African
<i>Lands and Mines</i> (cont.)	Office Assistants	—	4	—
	Mines Statistical Assistant	—	1	—
	Mines Assistants	—	—	13
	Clerks	—	24	18
	Motor Drivers	—	—	17
<i>Legal</i>	Attorney-General	1	—	—
	Solicitor-General	1	—	—
	Legal Draftsman	1	—	—
	Crown Counsel	5	—	—
	Legal Assistant	—	1	—
	Stenographer	1(F)	—	—
	Legal Office Assistant	—	1	—
	Clerks	—	5	—
<i>Legislative and Executive Councils</i>	Reporters	2(F)	—	—
	Stenographer	1(F)	—	—
	Assistant Clerk	—	1	—
	Clerks	—	2	—
<i>Medical</i>	<i>Headquarters and Administration</i>			
	Director of Medical Services	1	—	—
	Deputy Director of Medical Services	1	—	—
	Regional Assistant Directors of Medical Services	4	—	—
	Matron-in-Chief	1(F)	—	—
	Secretary	1	—	—
	Assistant Accountant	1	—	—
	Chief Office Superintendent	1	—	—
	Women Administrative Assistants	6(F)	—	—
	Stenographers	3(F)	—	—
	Librarian	1(F)	—	—
	Clerks	—	54	79
	Telephone Operators	—	—	24
	<i>Stores and Pharmaceutical Services</i>			
	Pharmacist	1	—	—
	Assistant Pharmacists	6(1F)	—	—
	Stores Accountant	1	—	—
	Stores Assistants	—	2	2
	Head Packer	—	—	1
	<i>Hospital and Health Services</i>			
	Superintendents, Hospitals	3	—	—
	Specialists	8	—	—
	Senior Medical Officers, Special Grade Medical Officers, Medical Officers and Medical Officers of Health	94	—	—
	Women Medical Officers	5(F)	—	—
	Matrons	4(F)	—	—
	Senior Nursing Sisters and Nursing Sisters	120(F)	—	—
	Sister Housekeepers	2(F)	—	—
	Physiotherapists	3(F)	—	—
	Male Nurse	1	—	—
	Assistant Nurses	—	3(F)	—
	Assistant Surgeons	—	31	—

Department	Designation	European	Asian	African
<i>Medical (cont.)</i>	Senior Sub-Assistant Surgeons and Sub-Assistant Surgeons	—	41	—
	African Assistant Medical Officers	—	—	9
	Stewards	3	—	—
	Nutrition Officer	1(F)	—	—
	Hospital Secretary	1(F)	—	—
	Hospital Assistants	—	—	114
	Senior Compounders and Compounders	—	—	11
	Pharmaceutical Assistants	—	—	9
	Nursing Auxiliaries	—	—	117(M&F)
	Nutrition Orderlies	—	—	3
	Physiotherapist Assistants	—	—	4
	Chief Health Inspector	1	—	—
	Health Inspectors and Assistant Health Inspectors	34	—	3
	Motor Drivers	—	—	43
	Senior Health Visitors and Health Visitors	18(F)	—	—
	Sanitary Inspectors	—	—	136
	Artisans	—	—	9
	<i>Specialist Services</i>			
	Senior Dental Surgeon	1	—	—
	Dental Surgeons	4	—	—
	Dental Mechanics	3	—	—
	Dental Assistants	—	—	7
	Dental Auxiliaries	—	—	2
	Dental Orderlies	—	—	6
	<i>Industrial Health</i>			
	Specialist	1	—	—
	<i>Leprosy</i>			
	Leprosy Specialist	1	—	—
	Medical Officer (Special duty)	1	—	—
	<i>Malaria</i>			
	Malariologist	1	—	—
	Entomologist	1	—	—
	Malaria Field Assistants	3	—	—
	Supervisors, Anti - Mosquito Measures	—	—	3
	Malaria Assistants	—	—	26
	Laboratory Assistants	—	—	3
	Draughtsman	—	—	1
	<i>Mental</i>			
	Specialist in Charge	1	—	—
	Chief Male Mental Nurse and Male Mental Nurses	4	—	—
	Female Mental Nurses	4(F)	—	—
	Hospital Assistants	—	—	2
	Handicraft Instructor	—	—	1
	Male Nurses	—	—	3
	Female Nurse	—	—	1(F)
	<i>Tuberculosis</i>			
	Specialist in Charge	1	—	—

Department	Designation	European	Asian	African
<i>Medical (cont.)</i>	<i>Tuberculosis (cont.)</i>			
	Industrial Instructor	1	—	—
	Nursing Sister	1 (F)	—	—
	Assistant Surgeon	—	1	—
	Hospital Assistants	—	—	3
	<i>Sleeping Sickness</i>			
	Specialist	1	—	—
	Medical Officers	2	—	—
	<i>Laboratory Services</i>			
	Senior Pathologist and Pathologists	3	—	—
	Laboratory Superintendents	4	—	—
	Laboratory Assistants	—	—	30
	Laboratory Auxiliaries	—	—	15
	Microscopists	—	—	35
	<i>X-Ray</i>			
	Radiologist	1	—	—
	Radiological Technicians	2	—	—
	Radiographers	2 (1F)	—	—
	Radiographic Assistant	—	1	—
	<i>Medical Education</i>			
	Medical Officer	1	—	—
	Medical Instructor	1	—	—
	Wardens	2 (1F)	—	—
	Sister Tutors	4 (F)	—	—
	Hospital Assistants	—	—	2
<i>Mining Consultant</i>	Mining Consultant	1	—	—
<i>Police</i>	Commissioner	1	—	—
	Deputy Commissioner	1	—	—
	Assistant Commissioners	4	—	—
	Senior Superintendents, Superintendents and Assistant Superintendents	100	3	—
	Inspectors	3	—	—
	Examining Officer and Inspector of Motor Vehicles	1	—	—
	Inspectors of Weights and Measures	3	—	—
	Woman Administrative Assistant	1 (F)	—	—
	Stenographers	4 (F)	—	—
	Sub-Inspectors	—	70	105
	Sergeants	—	—	134
	Corporals	—	—	241
	Constables	—	—	2,390
	Recruits and Buglers	—	—	228
	Office Assistants	—	3	—
	Clerks	2 (F)	24	30
	Telephone Operators	—	—	15
	Armourer and Assistant Armourers	—	1	2
	Carpenter	—	—	1
	Weights and Measures Assistant	—	—	1
	Sanitary Labour	—	—	4

Department	Designation	European	Asian	African
Printing and Stationery	Government Printer	1	—	—
	Press Superintendent and Assistant Superintendents....	10	—	—
	Press Engineer and Assistant Press Engineer	1	1	—
	Junior Monotype Attendant....	1	—	—
	Office Assistant	—	1	—
	Stores Assistant	—	1	—
	Clerks	—	6	2
	Operators and Learner Operators	—	3	3
	Copy Holders	—	1	—
	Foreman Artisan	—	—	1
	Artisans	—	—	46
Prisons	Commissioner	1	—	—
	Assistant Commissioner	1	—	—
	Superintendents and Assistant Superintendents	25	—	—
	Superintendent, Approved School	1	—	—
	Industrial Instructors	2	—	—
	Farm Managers and Assistant Farm Managers	3	—	—
	Mechanical Instructor	1	—	—
	Temporary Woman Dairy Assistant	1 (F)	—	—
	Assistant Veterinary Officer....	—	—	1
	Chief Warders and Warders....	—	9	990
	Male Mental Nurse	1	—	—
	Female Mental Nurse	1 (F)	—	—
	Warder Attendants	—	—	20
	Female Warder Attendants	—	—	9 (F)
	Prison Training School Staff	—	—	3
	Recruit Warders	—	—	48
	Wardresses	—	—	12 (F)
	Office Assistant	—	1	—
	Clerks	1 (F)	9	24
	Instructors	—	—	53
	Agricultural Instructors	—	—	3
	Motor Drivers	—	—	13
	Wireless Operator	—	—	1
Provincial Administration	Senior Provincial Commissioners	3	—	—
	Provincial Commissioners	6	—	—
	Senior District Officers	14	—	—
	District Officers and Cadets....	195	—	—
	Settlement Officers	10	—	—
	Women Administrative Assistants	5 (F)	—	—
	Office Superintendents	12	—	—
	District Assistants	22	—	—
	District Foremen	25	—	—
	Stenographers	16 (F)	—	—
	Office Assistants	—	8	—
	Labour Supervisors	—	1	2
	Administrative Assistants	—	—	5
	Clerks	—	37	169
	Tax Clerks	—	1	440
	Market Masters	—	—	32
	Liwallis, Khadis, Akidas, etc.	—	—	204
	Motor Drivers	—	—	75
	Settlement Scout	—	—	1
	Camp Manager, Mbulani Government Hostel	1	—	—

Department	Designation	European	Asian	African
Provincial Administration (cont.)	<i>Sociological Research</i>			
	Senior Sociologist	1	—	—
	Sociologists	2	—	—
	Clerks	—	—	3
	<i>Economic Control</i>			
	Clerks	14 (F)	1	15
	<i>African Settlement Scheme</i>			
	Clerk	—	—	1
	<i>Development of Sukumaland</i>			
	Storekeeper	1	—	—
Provincial Councils	Office Superintendent	1	—	—
	Field Officers	4	—	—
	Mechanics and Assistant Mechanics	3	—	—
	Stenographer	1 (F)	—	—
	Clerks	—	—	17
	Storekeepers	—	—	14
	Drivers	—	—	35
	Forest Rangers	—	—	3
	Surveyors	—	—	4
	Engineering Assistants	—	3	—
	Draughtsman	—	—	1
	Forest Guards	—	—	8
	Forest Nurserymen	—	—	2
	Bailiffs	—	—	5
	Instructors	—	—	40
	Artisans	—	—	6
Public Works	Director	1	—	—
	Deputy Director	1	—	—
	Assistant Directors	4	—	—
	Executive Engineers and Assistant Engineers	37	—	—
	Mechanical Engineers and Assistant Mechanical En- gineers	4	—	—
	Engineering Surveyors	2	—	—
	Senior Architect and Archi- tects	7	—	—
	Architectural Assistants	2 (1F)	—	—
	Architectural Draughtsmen	3	—	—
	Senior Quantity Surveyor, Quantity Surveyors and Assistant Quantity Survey- ors	6	—	—
	Secretary	1	—	—
	Office Superintendents and Assistant Office Superin- tendents	20	—	—
	Stenographers	4 (F)	—	—
	Workshop Manager	1	—	—
	Senior Superintendents	4	—	—
	Workshop Instructors	2	—	—
	Water Supply Superintend- ents and Inspectors	11	—	—
	Building Superintendents and Inspectors	52	—	—
	Road Superintendents and Inspectors	22	—	—

Department	Designation	European	Asian	African
Public Works (cont.)	Road Foremen	25	—	—
	Mechanical Superintendents and Inspectors	22	—	—
	Engineering Draughtsmen	2	—	—
	Instrument Mechanic	1	—	—
	Chargemen	30	—	—
	Junior Road Foremen	4	44	—
	Assistant Draughtsmen	—	3	—
	Chief Storekeeper	1	—	—
	Assistant Chief Storekeeper	1	—	—
	Stores Accountant	1	—	—
	Storekeepers	5	—	—
	Pupil Engineers	6	—	—
	Clerks	14 (F)	135 (10F)	87
	Tracers	—	—	3
	Works Overseers	—	40	33
	Artisans	—	15	22
	Timekeepers and Tally Clerks	—	6	52
	Motor Drivers	—	—	60
	Telephone Operators	—	—	3
	Carpenters	—	—	5
	Tinsmiths	—	—	2
	Packers	—	—	6
Secretariat	Chief Secretary	1	—	—
	Attorney General and Member for Law and Order	1	—	—
	Financial Secretary and Member for Finance, Trade and Economics	1	—	—
	Deputy Chief Secretary and Member for Development and Works	1	—	—
	Member for Agriculture and Natural Resources	1	—	—
	Member for Social Services	1	—	—
	Member for Lands and Mines	1	—	—
	Member for Local Government	1	—	—
	Director of Establishments	1	—	—
	Provincial Commissioner	1	—	—
	Secretary for Finance	1	—	—
	Political Liaison Officer	1	—	—
	Assistant Chief Secretary	1	—	—
	Principal Assistant Secretaries	8	—	—
	Local Courts Adviser	1	1	—
	Establishment Officers	1	—	—
	Assistant Secretaries	8	—	—
	Government Employees' Welfare Officer	1	—	—
	Chief Office Superintendent	1	—	—
	Office Superintendent	2	—	—
	Women Administrative Assistants	3 (F)	—	—
	Telephonist	1 (F)	—	—
	Stenographers	18 (F)	—	—
	Assistant Superintendent Registration Branch	—	1	—
	Establishment Assistants	—	5	2
	Assistant Superintendent Correspondence Branch	—	1	—
	Office Assistant	—	1	—
	Clerks	—	34	23
	Trade and Economic Division Secretary for Trade and Economics	1	—	—

Department	Designation	European	Asian	African
<i>Secretariat (cont.)</i>	Assistant Secretary	1	—	—
	Executive Officer	1	—	—
	Assistant Executive Officers....	6	—	—
	Stenographers and Typists	4 (F)	—	—
	Women Clerks	2 (F)	—	—
	Assistant Price Inspectors	—	2	—
	Clerks	—	7	6
	<i>Social Welfare</i>			
<i>Social Development</i>	Commissioner for Social Development	1	—	—
	Social Welfare Organizer	1	—	—
	Welfare Officers and Assistant Welfare Officers	7 (2F)	—	6
	Probation Officers	2	—	—
	Film Officer	1	—	—
	Stenographer	1 (F)	—	—
	Welfare Workers	—	—	15
	Clerks	—	1	11
	Assistant Librarian	—	—	1
	Film Production Assistants	—	—	3
	Assistant Probation Officers....	—	—	6
	Film Research Officer	1	—	—
	<i>Social Development</i>			
	Social Development Officer	1	—	—
	African Assistants	—	—	16
	Clerk	—	—	1
	Printing Press Operator	—	—	1
	Motor Drivers	—	—	2
	Mobile Cinema Staff	—	—	5
	<i>Broadcasting</i>			
	Radio Engineer	1	—	—
	Assistant Engineer	—	—	1
	Programme Manager	—	—	1
	Secretary/Assistant Programme Manager/ Librarian	—	—	1
	Producers/Clerks/Announcers	—	—	2
	Listener Research Clerks	—	—	2
<i>Surveys and Town Planning</i>	Director	1	—	—
	Office Superintendent	1	—	—
	Stenographer	2 (F)	—	—
	Officer Assistant	—	1	—
	Clerks	—	10	6
	Chief Surveyor	1	—	—
	Senior Surveyors and Surveyors	29	—	—
	Engineering Surveyors	3	—	—
	Assistant Surveyors	9	—	—
	Chief Draughtsman	1	—	—
	Cartographic Draughtsmen	10	—	—
	Assistant Draughtsmen	3	—	—
	Lithographer	1	—	—
	Assistant Lithographer	1	—	—
	Photographers	2	—	—
	Assistant Photographers	2 (1F)	—	—
	Chief Computer and Computers	3	—	—
	Assistant Computer	1	—	—

Department	Designation	European	Asian	African
Surveys and Town Planning (cont.)	Storekeeper/Clerk	1	—	—
	Draughtsmen	3	8	—
	Lithographic Draughtsman	—	1	—
	Survey Records Assistant	—	2	—
	Junior Photographer	—	1	—
	Artisans	—	—	37
	Survey Chainmen	—	—	80
	Motor Drivers	—	—	23
	Chief Town Planning Officer	1	—	—
	Senior Town Planning Officers and Town Planning Officers	10 (1F)	—	—
	Planning Assistants	2	—	—
	Chief Aviation Officer	1	—	—
	Senior Pilot	1	—	—
	Pilots	2	—	—
	Senior Engineer	1	—	—
	Engineers	2	—	—
	Woman Administrative Assistant	1 (F)	—	—
	Storekeeper	1	—	—
	Aerodrome Assistants	—	—	43
	Telephone Operators	—	—	6
	Firemen	—	—	22
Township Authorities				
A—Arusha	Executive Officer	1	—	—
	Building Inspector	1	—	—
	Township Foreman	1	—	—
	Stenographer (part-time)	1 (F)	—	—
	Labour Supervisors	—	—	6
	Clerk	—	—	2
	Motor Drivers	—	—	4
	Assistants to Motor Drivers	—	—	4
	Marketmaster	—	—	1
	Market Collectors	—	—	5
B—Bukoba	Labour Supervisor	—	1	—
C—Dodoma	Executive Officer	1	—	—
	Labour Supervisor	—	1	—
	Clerk	—	—	1
	Market Masters	—	—	2
	Auctioneer	—	—	1
	Motor Drivers	—	—	4
D—Iringa	Township Foreman	1	—	—
	Clerks	—	—	2
	Junior Building Inspector	—	—	1
	Market Masters	—	—	2
	Motor Drivers	—	—	2
E—Kigoma	Labour Supervisor	—	—	1
	Subordinate Market Staff	—	—	3
	Motor Driver	—	—	1
F—Kilosa	Labour Supervisor and Building Inspector	—	1	—
	Market Master	—	—	1
	Subordinate Market Staff	—	—	2
	Motor Drivers	—	—	—
G—Kongwa	Executive Officer	1	—	—
	Labour Supervisor	—	1	—
	Clerks	—	—	2
	Motor Drivers	—	—	4

Department	Designation	European	Asian	African
<i>Township Authorities (cont.)</i>				
H—Lindi	Executive Officer	1	—	—
	Clerk	—	—	1
	Market Master and Assistant	—	—	—
	Market Master	—	—	2
	Motor Driver	—	—	1
I—Mbeya	Anti-Mosquito Supervisor	—	1	—
	Township Foreman	1	—	—
	Market Masters and Subordinate Staff	—	—	4
	Junior Building Inspector	—	—	1
	Pombe Market Staff	—	—	13
J—Morogoro	Motor Driver	—	—	1
	Labour Supervisor and Building Inspector	—	1	—
	Market Master	—	1	—
	Subordinate Market Staff	—	—	3
	Anti-Mosquito Supervisor	—	—	1
K—Moshi	Driver	—	—	1
	Executive Officers	2	—	—
	Building Inspector	1	—	—
	Township Foreman	1	—	—
	Labour Supervisor	—	—	1
	Market Masters	—	—	2
	Assistant Auctioneers	—	—	3
	Market Clerk	—	—	1
	Beer Hall Master	—	—	1
	Water Supply Staff	—	—	4
	Anti-Mosquito Supervisor	—	—	1
	Clerks	—	—	3
	Motor Drivers	—	—	3
	Fire Brigade Staff	—	—	12
L—Mtwara	Pump Attendant	—	—	1
	Market Master	—	—	1
M—Mwanza	Subordinate Market Staff	—	—	5
	Executive Officer	1	—	—
N—Shinyanga	Temporary Relief Executive Officer	1	—	—
	Township Foreman	1	—	—
	Clerks	—	—	4
	Motor Drivers	—	—	3
	Market Master	—	1	—
	Market Collectors	—	—	7
O—Tabora	Labour Supervisor	—	1	—
	Market Staff	—	—	2
P—Tanga	Executive Officer	1	—	—
	Township Foreman	1	—	—
	Labour Supervisor	—	—	1
	Anti-Mosquito Supervisor	—	—	1
	Clerk	—	—	1
	Junior Building Inspector	—	—	1
	Market Masters	—	—	4
	Subordinate Market Staff	—	—	6
	Motor Drivers	—	—	2
P—Tanga	Municipal Secretary	1	—	—
	Town Clerk	1	—	—
	Medical Officer of Health	1	—	—

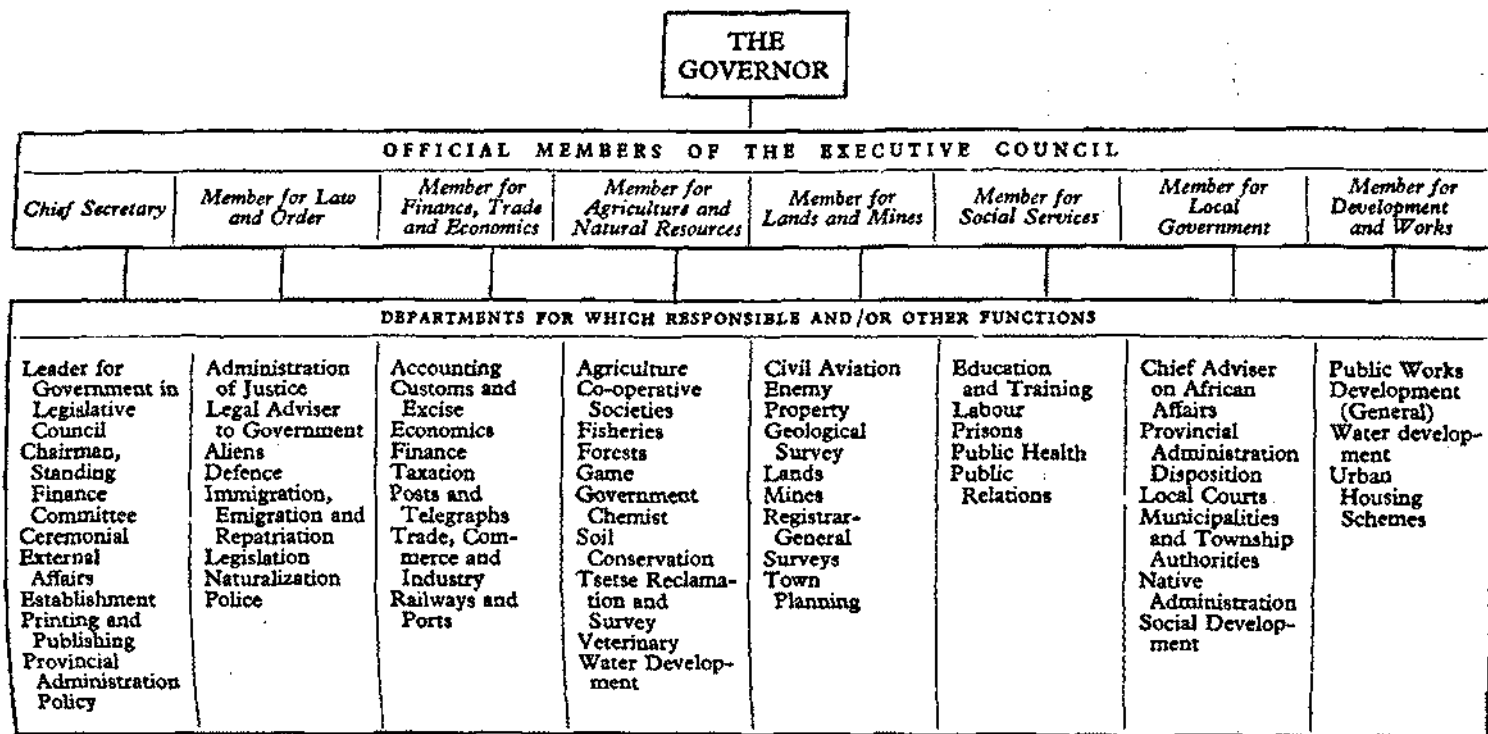
Department	Designation	European	Asian	African
Township Authorities (contd.) P-Tanga (cont.)	Engineer	1	—	—
	Town Treasurer	1	—	—
	African Affairs Officer	1	—	—
	Building Inspector	1	—	—
	Stenographer	1 (F)	—	—
	Township Foreman	1	—	—
	Woman Assistant (Milk Depot)	1 (F)	—	—
	Mechanic	—	1	—
	Head Gardener	—	1	—
	Clerks	—	2	2
	Timekeepers and Tally Clerks	—	—	2
	Artisans	—	1	2
	Junior Building Inspector	—	—	2
	Motor Drivers	—	—	10
	Market Masters	—	2	6
	Labour Supervisor	—	—	1
	Water Meter Readers	—	—	3
	Fire Master	—	1	—
	Fire Brigade Staff	—	—	36
	Road Roller Driver	—	—	1
	Water Supply and Sewerage Scheme Staff	—	—	10
Q-Township Fire Services	Fire Officer	1	—	—
	Asian Fire Master	—	1	—
	African Drill Instructor	—	—	1
	Clerk	—	—	1
R-Tsetse Survey	Director	1	—	—
	Survey Entomologist	1	—	—
	Assistant Office Superintendent	1	—	—
	Provincial Tsetse Officers	7	—	—
	Provincial Tsetse Assistants	6	—	—
	Clerks	—	1	10
	Motor Drivers	—	—	8
	Tracer	—	—	1
	Artisan	—	—	1
	Senior African Assistants	—	—	6
	Tsetse Officer	1	—	—
S-Veterinary	Director of Veterinary Services	1	—	—
	Deputy Director of Veterinary Services	1	—	—
	Regional Assistant Directors of Veterinary Services	2	—	—
	Chief Livestock Officer	1	—	—
	Chief Veterinary Research Officer	1	—	—
	Veterinary Research Officers	2	—	—
	Senior Veterinary Officers and Veterinary Officers	29	—	—
	Pasture Research Officers	3	—	—
	Senior Livestock Officers and Livestock Officers	11	—	—
	Veterinary Superintendent	—	—	1
	Assistant Livestock Officers	24	—	—
	Ghee Grading Supervisors	2	—	—
	Stock Route Assistants	2	—	—
	Stock Inspectors and Junior Stock Inspectors	29	—	—
	Meat Inspectors	2	—	—
	Laboratory Assistants	2	—	—

Department	Designation	European	Asian	African
Veterinary (cont.)	Office Superintendents	2	—	—
	Woman Administrative Assistant	1(F)	—	—
	Stenographers	5(F)	—	—
	Mechanic	1	—	—
	Building Superintendent/Inspector	1	—	—
	Assistant Dairy Supervisor	1	—	—
	Temporary Librarian	1(F)	—	—
	Clerks	3(F)	16	59
	Artisans	—	2	14
	Overseer	—	1	—
	Assistant Veterinary Officers	—	—	3
	Veterinary Assistants	—	—	45
	Animal Husbandry Assistants	—	—	17
	African Pasture Assistants	—	—	6
	Veterinary Guards and Scouts	—	—	466
	Recorders	—	—	17
	Ghee Instructors	—	—	6
	Junior Ghee Instructors	—	—	36
	Motor Drivers	—	—	32
	Hide Improvement Officers and Apprentice Hide Improvement Officers	12	—	—
	Hide Instructors	—	—	70
	Livestock Marketing Officers	10	—	—
	Market Masters	—	—	3
	Dip Assistants	—	—	150
Water Development	Director	1	—	—
	Assistant Director	1	—	—
	Executive Engineers and Assistant Engineers	9	—	—
	Engineering Geologist	1	—	—
	Geologists	2	—	—
	Engineering Hydrologists	4	—	—
	Engineering Surveyors	6	—	—
	Mechanical Engineer	1	—	—
	Mechanical Superintendent and Inspectors	6	—	—
	Drilling Superintendent	1	—	—
	Drill Foremen	11	—	—
	Assistant Accountant	—	1	—
	Draughtsmen	2	—	—
	Building Superintendent and Inspectors	6	—	—
	Water Bailiffs	4	—	—
	Works Foremen	20	—	—
	Pupil Engineers	2	—	—
	Office Superintendents	3	—	—
	Storekeeper Clerk	1	—	—
	Statistics Clerk	1	—	—
	Stenographers	4(F)	—	—
	Clerks	—	7	16
	Artisans	—	—	9
	Survey Chainmen	—	—	3
	Drivers	—	—	24
TOTAL		2,599	1,259	12,381

STAFF EMPLOYED BY HIGH COMMISSION DEPARTMENTS
IN TANGANYIKA

<i>Department</i>	<i>European</i>	<i>Asian</i>	<i>African</i>
East African Railways and Harbours			
(a) Railways	362	964	1,801
(b) Harbours	27	59	51
East African Tsetse Research and Reclamation	13	—	14
East African Statistical	2(1F)	1	1
East African Income Tax	35(13F)	—	4
East African Customs and Excise	14(1F)	155(3F)	155
East African Posts and Telecommunications	45(1F)	52	350
East African Meteorological	2	3	32
East African Literature Bureau	2	—	3
Total High Commission Staff:	502	1,234	2,411
GRAND TOTAL	3,101	2,493	14,792

B. Diagram Showing the Structure of the Territorial Administration



APPENDIX V

JUSTICE

Summary of offences for which individuals were charged and penalties imposed

(1) BEFORE THE HIGH COURT

Nature of Offence	Number charged	Number convicted	Sentences					
			Death	Fine and imprisonment	Imprisonment	Corporal Punishment	Fine	Bound over etc.
Murder of wife, concubine or child	17	12	12	—	—	—	—	—
Murder other	113	49	44	—	—	—	—	5
Manslaughter	168	125	—	—	119	—	—	6
Attempted murder	35	10	—	—	10	—	—	—
Rape	6	5	—	—	5	—	—	—
Unnatural offence	1	—	—	—	—	—	—	—
Other offences against the person	53	36	—	—	33	1	—	2
Offences against property (with violence to the person)	20	20	—	—	20	—	—	—
Other offences against property	54	43	—	4	39	—	—	—
Other offences	64	53	—	—	50	—	3	—
TOTALS	531 (a)	353	56 (c)	4	276	1	3	13

SUMMARY OF OFFENCES FOR WHICH INDIVIDUALS WERE CHARGED AND PENALTIES IMPOSED: *continued*

(2) IN THE SUBORDINATE COURTS

Nature of offence	Number charged	Committed for trial	Convicted	Sentences							
				Death	Imprisonment	Fine	Fine and imprisonment	Corporal punishment	Bound over, etc.	Corporal punishment with fine or imprisonment or both	Probation
Homicide (including attempts).....	557	387	1	1	—	—	—	—	—	—	—
Other offences against person	3,313	36	2,599	—	960	1,094	99	76	286	80	4
Malicious injuries to and other offences against property	12,873	188	9,496	—	7,028	965	254	325	680	42	202
Other offences against local and applied laws	20,935	164	17,225	—	4,755	11,750	131	57	506	2	24
Miscellaneous offences	955	—	808	—	130	621	—	3	52	—	2
TOTALS	38,633	6 775	30,129	1	12,873	14,430	484	4 461	1,524	124	232

(3) IN THE LOCAL COURTS (e)

Total cases	Civil cases	Criminal cases	Number convicted	Convicted but not punished	Sentences						
					Imprisonment	Fine	Whipping	Fine and imprisonment	Whipping and Imprisonment	Fine and whipping	Native laws and customs
109,961	53,157	56,804	82,541	1,830	5,466	74,099	410	379	300	26	41

Number of persons convicted for offences against								Appeals				Revision			Number of cases transferred to Subordinate Court
Person	Property	Marriage	Orders Sec. 8 N.A.O.	Rules Sec. 15 N.A.O.	Ordinances	Laws	Native Laws and Customs not included in previous columns	To	No.	Allowed	Pending	Sentence enhanced	Sentence reduced	Proceedings quashed	
13,481	9,453	6,192	32,398	5,679	12,192	2,004	1,142	Gov. P.C.	22	2	19	—	—	—	—
								D.O.	116	16	97	1	5	2	1
								Native Appeal Court	1,079	264	460	139	285	324	106
								Native Court	3,095	1,084	846	34	14	11	4
									163	62	78	—	—	—	—

Notes:

- (a) One hundred and fifteen persons committed for trial in respect of one hundred and forty-one offences before the 1st January, 1951, were dealt with during the year. The table does not include figures for one hundred and thirty-nine persons committed for trial in respect of three hundred and seventy-nine offences before the 31st December, 1951 (in one case there were 206 counts) whose trials were still pending at that date.
- (b) Cases concerning thirty-four of the total number of persons committed for trial in respect of fifty-four offences were subsequently returned to the Subordinate Courts for trial; four under section 13 of the Criminal Procedure Code, in extended jurisdiction and thirty in original jurisdiction.
- (c) Of the total of 57 persons sentenced to death during the year, 24 were executed; 9 sentences were commuted by the Governor-in-Council; in 4 cases the convictions of the accused were altered to manslaughter on appeal; 6 appeals against conviction and sentence were allowed and 14 appeals were pending at the end of the year.
- (d) Of the sentences of corporal punishment passed in the Subordinate Court; 16 were quashed by the High Court and one was not carried out as the accused was medically unfit. Four hundred and twenty-three of the five hundred and eighty-six persons sentenced were juveniles.
- (e) Complete figures for Local Courts for 1951 are not yet available. The figures given are for 1950.

APPENDIX VI

PUBLIC FINANCE

A. (I) Revenue and Expenditure

The accounts of the Territory for the year 1951 will not be closed until the end of March, 1952. Revenue and expenditure figures shown below relate to the financial year 1950.

(a) REVENUE, 1950					£	£	£
Territorial Account							
Customs and Excise:							
Import Duties	....	....	....	....	2,984,195		
Excise Duties	....	....	....	....	712,778		
Export Duties	....	....	....	....	719,173		
						4,416,146	
Licences, Trade, etc.							
Licences, Taxes	....	....	....	....	86,251		
Licences, Vehicle	....	....	....	....	140,883		
Taxes, Native House and Poll	....	....	....	....	990,106		
Taxes, Non-Native Poll	....	....	....	....	61,859		
Taxes, Income	....	....	....	....	1,884,158		
Other items	....	....	....	....	577,377		
						3,740,634	
Fees of Court or Office, etc.						402,014	
Reimbursements	....	....	....	....		354,304	
Revenue from Government Property:							
Land Rents	....	....	....	....	89,124		
Forest Royalties	....	....	....	....	161,772		
Mining Royalties	....	....	....	....	193,222		
Other items	....	....	....	....	176,427		
						620,545	
Miscellaneous							
Sale of Ivory and Trophies	....	....	....	....	47,495		
Other items	....	....	....	....	413,418		
						460,913	
Interest	....	....	....	....		125,301	
Colonial Development and Welfare Grants from United Kingdom Government	....	....	....	....		3,775*	
Other items	....	....	....	....		273,255	
Total Revenue on Territorial Account	....	....	....	....			10,396,887

*Reimbursement in respect of 1946 expenditure.

Development Account							
Colonial Development and Welfare Grants from United Kingdom Government	....	....	....	....		1,093,405	
Contribution from Agricultural Development Fund	....	....	....	....		258,940	
Contribution from Development Plan Reserve	....	....	....	....		546,154	
Advances from Territorial Revenue in anticipation of Loan Funds	....	....	....	....		1,027,377	
Contribution from Native Authorities	....	....	....	....		1,000	
Total Revenue on Development Account	....	....	....	....			2,926,876
Total Revenue (Territorial and Development Account)	....	....	....	....			<u>£13,323,763</u>

(b) EXPENDITURE 1950

Territorial Account							
Public Debt	....	....	....	....		131,445	
Pensions, Gratitudes and Widows' and Orphans' Pensions	....	....	....	....		379,378	
Defence	....	....	....	....		156,021	
Public Works	....	....	....	....		1,026,930	
Reserves	....	....	....	....		1,240,000	
Administration:							
Governor	....	....	....	....	28,208		
Accountant General	....	....	....	....	93,553		

Administration (cont.)	£	£	£
Audit	23,669		
Immigration	17,500		
Judicial	65,475		
Legal	24,221		
Legislative and Executive Councils	9,551		
Native Administrations	368,514		
Police	504,846		
Provincial Councils	80,041		
Printing and Stationery	75,750		
Prisons	241,141		
Provincial Administration	454,527		
Secretariat	95,998		
Township Authorities	115,398		
Subventions	511,971		
Administrator General	6,566		
Station Allowances	12,279		
Custodian of Enemy Property	33,280		
		2,762,488	
Social Services:			
Information	10,826		
Medical	683,343		
Labour	112,550		
Social Welfare and Development	16,574		
		823,293	
Education Services:			
Education		366,801	
Economic Services:			
Agriculture	278,596		
Grain Storage	23,083		
Forests	67,231		
Game	43,660		
Lands, Mines and Aviation	70,407		
Loans from Territory Funds	389,109		
Surveys and Town Planning	115,974		
Tsetse Survey and Reclamation	30,822		
Veterinary	210,907		
Geological Survey	31,113		
		1,260,902	
Other Services		1,218,817	
Contribution to Development Plan		756,724	
			10,122,799
Total Territorial Account			
Development Account		905,772	
Public Buildings and Works			
Administration:			
Township Development	449,714		
Miscellaneous	3,124		
Executive organisation	9,526		
		462,364	
Social Services:			
Social Welfare	5,146		
Public Health	38,963		
		44,109	
Education Services:			
Education		291,965	
Economic Services:			
Conservation and Development of Natural Resources	626,234		
Communications	1,107,714		
		1,733,948	
Total Development Account			3,438,158
Total Territorial and Development Account			£13,560,957

A. (ii) Comparative tables showing detailed items of Revenue and Expenditure over a period of six years

(A) REVENUE

(1) Territorial Account

Heads of Revenue	Actual				Estimated	
	1947	1948	1949	1950	1951	1952
	£	£	£	£	£	£
1. Customs and Excise	2,373,477	3,220,378	3,800,312	4,416,146	4,495,000	5,734,000
2. Licences, Taxes, etc.	1,956,729	2,266,793	2,679,109	3,740,634	3,347,116	4,429,803
3. Fees of Court or Office, etc.	249,591	293,890	368,146	402,014	500,954	617,625
4. Reimbursements	395,630	120,525	93,176	354,304	167,163	190,017
5. Revenue from Government Property	286,619	491,651	740,338	620,545	794,400	1,081,670
6. Miscellaneous	167,798	162,849	474,103	460,913	100,000	100,000
7. Interest	75,727	96,765	175,132	125,301	394,630	518,320
8. Widows' and Orphans' Pensions Scheme	32,191	50,202	67,959	65,822	70,000	80,000
9. Land Bank	—	8,138	108,249	83,613	67,000	82,400
10. Posts and Telegraphs	209,704	253,657	—	—	—	—
11. Land Sales	649	124	671	36,762	—	36,000
12. War Risks Insurance Fund Balance	—	—	—	—	—	—
13. Government Employees Provident Fund	—	—	73,551	87,058	—	—
14. Grant from Imperial Funds	—	—	—	—	—	—
15. Colonial Development and Welfare Grants	28,681	86*	4,900	3,775	—	—
Total Revenue on Territorial Account	5,776,796	6,965,058	8,585,646	10,396,887	9,936,263	12,869,835

*Reimbursement in respect of 1946 expenditure.

(A) REVENUE

(2) Development Plan Account

Heads of Revenue	Actual				Estimated	
	1947	1948	1949	1950	1951	1952
	£	£	£	£	£	£
1. Approved Colonial Development and Welfare Grants	135,049	266,855	565,995	1,093,405	1,170,271	1,529,946
2. Development Plan Reserve	—	216,236	319,315	546,154	623,237	2,147,607
3. Funds in Anticipation of Loan	—	310,541	662,859	1,027,377	2,854,000	2,249,000
4. Contribution from Agricultural Development Fund	100,857	128,254	192,593	258,940	502,278	564,070
5. Contribution from Native Authorities	—	1,133	1,000	1,000	—	—
6. Miscellaneous	—	—	—	—	—	123,789
Total Revenue on Development Plan Account	235,936	923,019	1,741,762	2,926,876	5,149,786	6,614,412
Total Revenue (Territorial and Development Plan Account)	6,012,732	7,888,077	10,327,408	13,323,763	14,271,049	19,484,247

A. (ii) COMPARATIVE TABLES SHOWING DETAILED ITEMS OF REVENUE AND EXPENDITURE OVER A PERIOD OF SIX YEARS: *continued*

(B) EXPENDITURE

(1) Territorial Account

Heads of Expenditure	Actual				Estimated	
	1947	1948	1949	1950	1951	1952
Ordinary	£	£	£	£	£	£
1. Public Debt	131,287	237,474	129,806	131,445	184,147	145,280
2. Pensions and Gratuities	243,520	292,778	263,068	348,385	342,750	443,100
3. Governor	12,620	13,072	18,081	28,208	21,380	24,175
4. Accountant-General	19,484	26,625	48,148	93,553	115,100	123,580
5. Administrator-General	—	—	—	6,566	7,510	7,725
6. Agriculture	196,001	238,068	283,957	278,596	285,330	314,734
7. Audit	15,348	16,607	22,772	23,669	24,905	27,475
8. Co-operative Societies	—	—	7,618	10,804	21,280	23,675
9. Custodian of Enemy Property	30,230	37,455	49,217	33,280	37,010	23,710
10. Defence	128,496	124,141	120,497	156,021	289,926	296,190
11. Development Organization	—	—	—	—	1	1
12. East Africa High Commission	—	—	173,045	361,868	456,001	630,916
13. Education	317,554	373,047	404,738	366,801	794,843	929,202
14. Forests	34,295	38,022	50,639	67,231	108,720	116,250
15. Game	17,554	24,329	35,217	43,660	52,070	56,153
16. Geological Survey	—	—	2,558	31,113	32,795	41,715
17. Government Chemist	—	5,056	8,505	10,823	12,875	13,610
18. Grain Storage	—	—	—	23,083	29,100	33,775
19. Immigration and Passports	—	—	8,794	17,500	18,420	19,465
20. Information	3,094	3,727	9,422	10,826	10,050	8,650
21. Judicial	37,745	39,312	54,457	65,475	69,295	81,157
22. Labour	44,192	38,903	55,361	112,550	69,035	72,340
23. Lands and Mines	131,202	127,694	120,362	70,407	96,240	204,615
24. Legal	9,922	11,961	16,685	24,221	16,520	20,885
25. Legislative and Executive Councils	2,920	6,590	9,089	9,551	11,430	14,110
26. Loans from Territory Funds	52,383	106,928	296,697	389,109	67,620	2,400
27. Medical	393,659	479,318	638,030	683,343	853,295	940,714
28. Mining Consultant	—	—	1,937	3,580	3,750	3,750
29. Miscellaneous Services	328,030	359,820	846,054	758,771	351,460	446,335

30. Police	151,225	200,595	348,693	504,846	476,900	478,482
31. Printing and Stationery	32,865	62,187	80,306	75,750	118,180	157,420
32. Prisons	103,061	133,979	209,418	241,141	291,720	333,055
33. Provincial Administration	285,716	330,922	419,107	454,527	461,039	492,804
34. Provincial Councils	—	—	—	80,041	99,499	118,595
35. Public Works Department	85,440	88,603	146,827	218,418	359,715	443,261
36. Public Works Recurrent	250,022	277,887	344,766	530,559	726,087	988,561
37. Public Works Extraordinary	128,403	162,018	285,583	277,953	220,090	278,945
38. Secretariat	28,645	49,255	69,231	95,998	103,410	115,000
39. Social Development	—	—	10,969	16,574	35,310	43,771
40. Subsidization and Temporary Bonus	514,257	336,914	36,273	12,279	30,700	579,100
41. Subventions	121,320	265,454	363,701	511,971	311,014	427,287
42. Surveys and Town Planning	—	—	29,968	115,974	144,245	14,700
43. Township Authorities	103,526	141,786	91,526	115,398	149,835	188,906
44. Transferred Revenue	—	—	461,775	—	627,509	930,934
45. Tsetse	45,654	73,874	38,485	30,822	30,765	29,940
46. Veterinary	124,232	142,180	175,556	210,907	262,369	290,346
47. Water Development	—	—	—	40,119	75,300	104,310
48. Widows' and Orphans' Pensions	23,936	26,765	29,429	30,993	34,500	38,500
49. Contribution to Development	144,214	285,786	260,000	756,724	960,000	1,485,111
Customs	59,582	87,476	124,602	—	—	—
Economic Control	23,065	28,258	45,769	—	—	—
Salaried Award Reserve	750,000	470,000	75,702	32,852	—	—
Reserve Fund	—	—	450,000	1,240,000	—	130,805
Native Administration	243,508	314,745	—	368,514	—	—
Posts and Telegraphs	170,673	280,736	—	—	—	—
Colonial Development and Welfare Grants	—	—	—	—	—	—
Agricultural Development Fund	—	—	—	—	—	—
Cereals Pool Reserve	—	—	—	—	—	—
Capital Contribution to Makerere College Reserve	—	—	—	—	—	—
Development Plan Reserve	—	—	—	—	—	—
Purchase of Government Unallocated Stores	—	—	—	—	—	—
Aliens	104,332	—	—	—	—	—
Aviation	—	—	—	—	—	—
Censorship Department	—	—	—	—	—	—
War Revenue (Income Tax)	21,760	21,617	—	—	—	—
50. Mines	—	—	—	—	—	33,940
Total Expenditure	5,664,952	6,381,964	7,772,440	10,122,799	9,901,045	12,769,460

A. (ii) COMPARATIVE TABLES SHOWING DETAILED ITEMS OF REVENUE AND EXPENDITURE OVER A PERIOD OF SIX YEARS: *continued*
 (B) EXPENDITURE (*continued*)
 (2) *Development Plan Account*

<i>Heads of Expenditure</i>	<i>Actual</i>				<i>Estimated</i>	
	1947	1948	1949	1950	1951	1952
1. Conservation and Development of Natural Resources	£ 207,631	£ 326,463	£ 462,298	£ 626,233	£ 835,549	£ 1,056,925
2. Communications	37,441	166,127	409,501	1,107,714	1,565,000	2,785,000
3. Social Services	82,585	111,718	236,313	336,074	428,877	569,983
4. Miscellaneous	94,478	371,654	578,988	1,368,137	2,321,760	2,202,504
5. Development Commission	1,498	20,405	—	—	—	—
Total Expenditure on Development Plan Account	423,633	996,367	1,687,100	3,438,158	5,151,386	6,614,412

B. CAPITAL POSITION

Statement showing the Capital Position of the Territory including Loans, Debts
and Reserves for the period 1947 to 1952

LOANS

Year	Loans from Imperial Funds	Guaranteed Loan 1948/68	Guaranteed Loan 1951/71	Tanganyika Loan 1952/72	Barclays Overseas Development Corporation Loan	3½% Inscribed Stock 1970/73	Total
1947	£ 1,317,307	£ 2,070,000	£ 3,000,000	£ 500,000	£ —	£ —	£ 6,887,307
1948	1,256,773	—	3,000,000	500,000	159,625	—	4,916,398
1949	1,194,420	—	3,000,000	500,000	250,000	—	4,944,420
1950	1,130,203	—	3,000,000	500,000	250,000	—	4,880,203
1951*	1,064,057	—	—	500,000	210,000	1,750,000	3,524,057
1952*	995,923	—	—	500,000	210,000	1,750,000	3,455,923

*Estimated.

APPENDIX VI: PUBLIC FINANCE

A (iii) Comparative Table

	Revenue (£'000's)																							Expenditure (£'000's)										Capital Position (£'000's)						
	Taxes																		(c) Licences and Fees	(d) Income from Government property etc.	(e) Total Revenue	(f) Admini- strative	(g) Eco- nomic	(h) Social	Total				Debt Charges paid out of											
	Direct								Indirect																	Total	Loans	Reserves	Reserves as % of Loans	Government Revenue	Rail- way Revenue	Total	Total as % of Loans							
	Income & Non- Native Poll	% of all Taxes	Native Poll Tax	% of all Taxes	(a) Others	% of all Taxes	Total	% of all Taxes	% of all Taxes	Excise	% of all Taxes	(b) Others	% of all Taxes	Total	% of all Taxes	Total of all Taxes	All Taxes as of Total Revenue																							
1947 Actuals	715	17.8	806	20.1	46	1.1	1,567	39.1	1,927	48.2	446	11.1	60	1.5	2,433	60.8	4,000	69.2	760	13.1	552	9.5	5,777	3,782	66.8	1,108	19.7	775	13.7	5,665	6,887	4,586	66.59	131	304	435	6.32			
1948 Actuals	740	14.7	897	17.9	65	1.3	1,702	33.9	2,753	55.0	467	9.3	84	1.7	3,304	66.0	5,006	71.8	1,000	14.3	779	11.2	6,965	3,741	58.6	1,739	27.2	902	14.1	6,382	4,916	4,815	97.94	237	1,587	1,824	37.10			
1949 Actuals	*1,229	20.1	961	15.7	53	0.8	2,243	36.7	3,243	53.1	557	9.1	56	0.9	3,856	63.2	6,099	71.0	687	8.0	1,415	16.5	8,585	5,010	64.4	1,314	16.9	1,448	18.6	7,772	4,944	5,940	120.14	130	183	313	6.33			
1950 Actuals	*2,035	22.6	990	12.9	78	1.0	3,103	40.6	3,703	48.4	713	9.3	128	1.6	4,543	59.4	7,646	73.5	879	8.5	1,237	11.9	10,397	6,273	61.9	2,289	22.6	1,561	15.4	10,123	4,880	4,575	93.75	131	183	314	6.43			
1951 Estimates	*1,664	22.6	1,050	14.2	65	0.8	2,779	37.7	3,835	52.1	660	8.9	85	1.1	4,580	62.2	7,359	74.0	953	9.5	1,070	10.7	9,936	5,603	56.6	2,349	23.7	1,949	19.6	9,901	3,524	5,803	164.67	184	107	921	8.25			
1952 Estimates	*2,295	23.8	1,425	14.8	77	0.8	3,797	39.4	4,934	51.2	800	8.3	104	1.1	5,828	60.5	9,635	74.8	1,120	8.7	1,735	13.5	12,869	7,641	59.8	2,845	22.3	2,283	17.9	12,769	3,456	7,950	230.03	145	69	214	6.19			

- * Includes Education Tax
- (a) Municipal, Estate Duty, Companies Nominal Capital
- (b) Taxes on Salt and Sugar, Cattle Sales Taxes.
- (c) Licences, Fees and Receipts for Specific Services, Posts and Telegraphs, Stamp Duties, Cesses on Cotton, Coffee, Sisal, Hemp, Tea, Pyrethrum and Hides and Skins.
- (d) Revenue from Government Property, Miscellaneous, Interest, Fines and Forfeitures.

- (e) All items included.
- (f) All expenditure except economic and social expenditure.
- (g) Public Debt, Agriculture, Economic Control, Forest, Game, Lands, Mines and Civil Aviation, Posts and Telegraphs, Transport, Veterinary, Geological Survey, Grain Storage, Surveys and Town Planning, Contribution to Development Budget, Co-operative Development and economic items within subventions.
- (h) Education, Labour, Medical, Social Development and social items within subventions.

STATEMENT SHOWING THE CAPITAL POSITION OF THE TERRITORY INCLUDING LOANS, DEBTS
AND RESERVES FOR THE PERIOD 1947 TO 1952: *continued*

RESERVES

Year	Reserve General	Reserve Fund (Railway Renewals)	General Revenue Balance	Development Plan Reserve	Agricultural Development Fund	Excess Profits Tax Fund	Other	Sinking Funds for redemption of Loans	Total
1947	£ 200,000	£ 274,535	£ 961,908	£ 250,000	£ 834,158	£ 592,831	£ —	£ 1,472,559	£ 4,585,991
1948	200,000	274,535	1,599,612	319,598	1,172,403	628,146	—	941,040	5,135,334
1949	1,000,000	—	2,280,980	262,134	1,185,194	493,052	—	981,608	6,202,968
1950	1,500,000	—	2,592,210	379,397	1,848,062	388,599	†2,696,082	1,083,552	10,487,902
1951*	1,815,000	—	2,662,210	389,991	1,700,000	366,000	†4,570,000	166,391	11,669,592
1952*	2,000,000	—	2,762,585	278,607	1,580,000	366,000	†4,934,800	193,241	12,115,233

*Estimated.

	1950	1951	1952
	£	£	£
† Acquisition of Ex-Enemy Properties	1,929,644	3,723,000	4,144,800
Reserve for Renewals of Plant and Equipment	9,949	37,000	50,000
Reserve for Renewals of Transport	16,489	70,000	80,000
Territorial Loan Reserve	100,000	100,000	100,000
Cement Works Reserve	350,000	350,000	350,000
Desert Locust Campaign Reserve	172,000	172,000	92,000
African Educational Building Grants Reserve	118,000	118,000	118,000
TOTAL	2,696,082	4,570,000	4,934,800

C. NATIVE TREASURIES

Financial Statement of 1951 Estimates

Province	Actual Balance from 1950	Estimated Revenue 1951			Estimated Expenditure 1951			Estimated Balance to 1952
		Share of Hut and Poll Tax	Other Recurrent Revenue	Non-Recurrent Revenue	Personal Emoluments	Other Charges	Extraordinary	
	£	£	£	£	£	£	£	£
Central	99,570	30,526	57,589	1,330	41,139	31,341	51,323	65,212
Eastern	95,546	47,447	25,921	800	38,516	18,452	37,484	75,262
Lake	185,291	129,604	92,779	3,764	111,703	58,409	63,203	178,123
Northern	65,483	15,154	101,127	3,190	71,326	27,389	28,959	57,280
Southern	85,220	55,619	27,109	1,067	33,738	25,405	39,937	69,935
Southern Highlands	50,655	32,265	21,708	2,002	30,008	15,683	15,910	45,029
Tanga	64,749	42,292	18,542	9,882	28,232	18,096	39,652	49,485
Western	118,723	62,570	47,725	2,712	46,417	35,329	42,190	107,794
Total	£765,237	415,477	392,500	24,747	401,079	230,104	318,658	648,120

SUMMARY			
Revenue		Expenditure	
Share of Hut and Poll Tax	415,477	Personal Emoluments	401,079
Other Recurrent Revenue	392,500	Other Charges	230,104
Non-Recurrent Revenue	24,747	Extraordinary Expenditure	318,658
Total Revenue	832,724	Total Expenditure	949,841
Balance from 1950	765,237	Balance to 1952	648,120
TOTAL	1,597,961	TOTAL	1,597,961

Analysis of Estimated Expenditure, 1951

<i>Province</i>	<i>Tribal Adminis- tration</i>	<i>Health Services</i>	<i>Education</i>	<i>Agriculture</i>	<i>Veterinary</i>	<i>Forestry</i>	<i>Roads and Bridges</i>	<i>Tsetse Reclama- tion</i>	<i>Water Develop- ment</i>	<i>General</i>	<i>Total</i>
Central	£ 56,107	£ 11,367	£ 10,441	£ 8,376	£ 5,424	£ 321	£ 3,175	£ 3,506	£ 19,478	£ 5,608	£ 123,803
Eastern	46,633	11,023	16,637	14,395	270	785	2,096	100	830	1,683	94,452
Lake	116,734	25,305	31,284	7,815	4,333	2,377	5,678	3,706	7,491	28,592	233,315
Northern	43,269	11,143	47,571	2,545	4,268	2,804	1,655	1,345	9,816	3,258	127,674
Southern	50,952	15,488	13,678	3,675	1,055	2,022	3,945	300	1,571	6,394	99,080
Southern Highlands	31,046	7,691	9,875	3,698	2,854	1,728	1,953	—	290	2,466	61,601
Tanga	33,196	9,217	12,439	13,379	1,685	1,297	7,466	10	2,240	5,051	85,980
Western	65,146	17,570	12,068	8,470	5,488	3,409	2,429	1,375	3,312	4,669	123,936
TOTAL	443,083	108,804	153,993	62,353	25,377	14,742	28,397	10,343	45,028	57,721	949,841

APPENDIX VII

TAXATION

A. Direct Taxation

Tables showing rates of direct taxes in 1951

NATIVE HOUSE AND POLL TAX

Province	District	Rate (Annual)	Rebate payable to Native Treasuries (when applicable)
		<i>Shs. cts.</i>	<i>Shs. cts.</i>
Central	Kongwa, Kondoa	11.00	4.00
	Manyoni, Singida, Mpwapwa	11.00	3.50
	Dodoma	11.00	3.00
North	Bagamoyo, Morogoro, Kilosa, Kisarawe, Ulanga, Rufiji, Mafia	13.00	5.50
Moshi	North Mara, Ukerewe (except Ukara area)	16.00	8.00
	Kwimba, Maswa, Musoma, Mwanza, Shinyanga, Geita, Ukerewe (Ukara area)	13.00	5.00
	Ngara	12.00	6.25
	Biharamulo	11.00	6.75
	Bukoba :		
	Karagwe area	13.00	7.00
	Rest of district	15.00	7.00
	Migrants from the Congo not liable to House Tax	10.00	4.50
	Arusha	16.00	6.50
	Masai :		
Other	Sonjo area	9.00	8.00
	Aliens	15.00	5.00
	Rest of district	20.00	7.50
	Mbulu :		
	Gorowa and Mbugwe areas	10.00	2.50
	Rest of district	12.00	3.00
	Moshi :		
	Owner of not more than 1 hut	10.00	
	Owner of not more than 2 huts	12.00	
	Owner of not more than 3 huts	14.00	
	Owner of not more than 4 huts	16.00	

NATIVE HOUSE AND POLL TAX: *continued*

<i>Province</i>	<i>District</i>	<i>Rate (Annual)</i>	<i>Rebate payable to Native Treasuries (when applicable)</i>
		<i>Shs. cts.</i>	<i>Shs. cts.</i>
<i>Southern</i>	Lindi, Mikindani, Newala, Masasi, Kilwa, Tunduru, Ruwanda, Songea	13.00	5.75
<i>Southern Highlands</i>	Iringa, Mbeya, Rungwe	12.00	4.50
	Njombe	12.00	5.00
	Chunya : Ukimbu and Kipembawe areas	10.00	5.25
	Rest of district	12.00	5.25
<i>Tanga</i>	Tanga, Lushoto, Pangani, Pare, Handeni	15.00	7.50
<i>Western</i>	Ufipa	15.00	7.50
	Kigoma : Luichi area	14.00	6.50
	Uvinza area	12.00	4.50
	Mpanda	12.00	5.25
	Tabora : Kiwere area	11.00	4.50
	Rest of district	12.00	4.50
	Nzega	12.00	4.50
	Kahama : Ukamba and Kahama areas	12.00	5.00
	Rest of district	10.00	5.00
	Buha (Kasulu), Kibondo	10.00	5.00

NON-NATIVE TOLL TAX

Income up to and including £100 per annum	Shs. 20/-
Exceeding £100 per annum, but not exceeding £200 per annum	Shs. 30/-
Exceeding £200 per annum	Shs. 50/-
(Arabs, Baluchis, Comorians, Somalis, Ethiopians, Ishakis of Aden and Seychellois, whose income does not exceed £60 per annum, pay Shs. 20/- only).	

NON-NATIVE EDUCATION TAX

<i>Non-Native other than Asians :</i>	<i>Tax payable</i>
Liable to pay non-native poll tax at the rate of Shs. 50/-	Shs. 100/-
Liable to pay non-native poll tax at the rate of Shs. 30/-	Shs. 60/-
Liable to pay non-native poll tax at the rate of Shs. 20/-	Shs. 40/-
<i>Asians :</i>	<i>Tax payable</i>
Liable to pay non-native poll tax at the rate of Shs. 50/-	Shs. 80/-
Liable to pay non-native poll tax at the rate of Shs. 30/-	Shs. 45/-
Liable to pay non-native poll tax at the rate of Shs. 20/-	Shs. 30/-

MUNICIPAL HOUSE TAX

Province	Township	Percentage of Net Annual Value
Central	Dodoma	5
	Singida	2½
Eastern	Bagamoyo	2
	Kilosa	3
	Kimamba	3
	Morogoro	5
Southern Highlands	Iringa	3½
	Tukuyu	3½
	Mbeya	3½
	Chunya	2½
Lake	Bukoba	5
	Mwanza	5
	Musoma	3
	Shinyanga	3
Southern	Kilwa Kivinje	4
	Lindi	5
	Mikindani	4
	Songea	4
Northern	Arusha	5
	Moshi	5
Tanga	Korogwe	3
	Lushoto	3
	Pangani	3
	Tanga	6
Western	Kahama	3
	Kigoma	3
	Tabora	5
Municipality of	Dar es Salaam	8½

INCOME TAX RATES

Resident Individuals

First £400 of chargeable income at the rate of Shs. 1/50. Where the chargeable income exceeds £400, upon the whole chargeable income at the rate of Shs. 1/50 in the pound with the addition of one-eighth of a cent for every pound of chargeable income in excess of £400 with a maximum rate of Shs. 5/-.

Where the total income exceeds £2,000 a surtax of Shs. -/25 cents increasing by one-eighth of a cent up to a total income of £3,500 and thereafter by one-twentieth of a cent up to a maximum rate of surtax of Shs. 9/-.

Non-Resident Individuals

Where chargeable income does not exceed £800 at the rate of Shs. 2/- . Where the chargeable income exceeds £800 the rate is the same as for residents.

Limited Companies

Shs. 4/- in the pound.

The income of individuals is subject to their personal allowances.

B. Indirect Taxation

Particulars of indirect taxes other than Import, Export or Transit Duties(a) *Excise Duties**Article:*

Beer	....	Shs. 180/- upon every 36 gallons of wort at a specific gravity of 1,055 degrees and in proportion for any difference in quantity or gravity (less 10 per cent. allowance for wastage).
Cigarettes and Cigars	....	Shs. 8/- per lb.
Tobacco (manufactured)	....	Shs. 7/- per lb.
Sugar (not including jaggery)	....	Shs. 2/24 per cwt.

Matches:

- (a) In boxes or packages containing not more than 100 matches, per gross of boxes or packages Shs. 1/44
- (b) In boxes or packages containing more than 100 but not more than 200 matches, per gross of boxes or packages Shs. 2/88
- (c) In boxes or packages containing more than 200 matches, for every gross of 100 matches Shs. 1/44

(b) *Other Taxes*

Salt Tax	....	On all salt imported, except rock or crushed rock salt in bulk or curing or dairy salt in bulk Shs. 2/50 per 100 lbs. and <i>pro rata</i> .
Sugar Consumption Tax	....	On all sugar imported into or manufactured in the Territory Shs. 3/- per 100 lbs. or part thereof.

APPENDIX VIII

DEVELOPMENT PLAN SCHEMES

PROGRESS REPORT

(This report covers only development projects concerned with the conservation and development of natural resources, "(Agriculture and Animal Husbandry)."
Details of progress under other heads of the development plan have been given in the relevant sections in the body of the report).

Training of Agricultural Instructors, Ukiriguru

Fifty-seven students of whom 19 obtained First-Class Certificates, completed their two years training in June, while 61 students completed their first year's training and after four months field work returned to start their second year's course in November. A new section composed of mission teachers who find their own accommodation locally and attend the training centre daily was started as an experiment. It was noticeable that entrants showed greater keenness and readiness to undertake practical work than was the case in previous years.

The building programme is now almost complete and the new facilities have greatly increased the efficiency of the establishment. Approximately half of the intended number of new text books for student use have now been drafted by members of the staff and await translation and printing.

Agricultural Training for Indians

The Indian School of Agriculture opened in 1951 with thirty students, ten of whom came from Kenya and twenty from Tanganyika. Particular emphasis during the two year course is given to practical work and it is hoped that with additional land and equipment more comprehensive practical instruction can be given.

Improvement of Supplies of Planting Materials

Further information has been gained regarding suitable blight resistant potatoes for growing in Tanganyika. While further trial is necessary with several varieties, at present the most promising is that known as "1521c(3)" which has proved completely resistant to existing strains of "phythophthora infestans" under conditions highly conducive to infection, moderately high yielding, and palatable.

Development of Tobacco Industry

The two tobacco officers were stationed in Biharamulo (Lake Province) and Mgwina (Southern Province), and African Instructors were employed on the Mahenge plateau and in the Western Province.

At Mahenge 1½ acres of tobacco were grown and fire-cured, yielding at the rate of 375 kg. per acre, with a high proportion of Grade I leaf. Gross receipts were at the rate of over Shs. 2,000/- per acre. At Mgwina both Turkish and Virginia tobacco were grown but owing to Angular Leaf Spot disease the harvest was small. It is hoped to increase the yield and improve the quality next year so as to produce substantial samples for trial shipment to manufacturers.

The Agricultural Department's activities in developing the industry have continued to be concerned with improving quality rather than merely expanding production.

Improvement of the Copra Industry

Advisory work in the coconut growing areas continued, grove sanitation and better copra production being the main lines of work. Surveys of land suitable for new plantations have been carried out and others are in progress. Development funds assisted the Agricultural Department in its work of establishing nurseries for the production of palms from selected seed.

Extension of Ukiriguru Experimental Station

The building programme has been practically completed although the difficulty in obtaining necessary materials has delayed the installation of electricity and water.

Bukoba Coffee Sub-Station

The main buildings were completed in April, and labour lines and cattle sheds are under construction. Thirty-three head of cattle were despatched to the Station for fertilizer experiments but losses in transit were heavy owing to their passage through fly country. An additional 100 head of cattle will be sent. Experimental work is in its preliminary stages and it is too early for any definite conclusions to be drawn.

Soil Conservation East Kilimanjaro

Work has progressed more successfully this year and the hill slopes are being contoured to protect them from erosion. Six elephant grass nurseries have been set up to provide planting material for the contour banks and for planting on eroded Slopes and Gullies which has gained considerable local support.

Cotton Experimental, Station, Ilonga

The ginnery building was completed during 1951 and foundations for the gins and engine were constructed. The 40 saw gin was received. One hundred acres of cotton were planted for stock and for the early stages of bulking. Very satisfactory yields were obtained, the better types giving 1000 lbs. of seed-cotton per acre and maintaining their quality.

Dusting and spraying trials were carried out and a definite degree of control of both American Bollworm and Stainer was obtained.

Development of Tumbi and Mwanhala Experimental Stations

Tumbi—The multiplication of vermin-resistant "lions" cassava and the establishment of a collection of cassava varieties has continued with the object of eventual distribution of mosaic-free, vermin-resistant planting material. Fertiliser trials to test the effect of silicophosphate are nearing completion. The possibility of realigning the station's paddy bunding to permit ox or tractor cultivation was investigated.

Mwanhala—Trials of short-term sorghums were carried out and will be continued with additional varieties in the coming season. Seed of bambarra nut for which there is a keen demand was distributed.

Development of Rice Production : Southern Province

A number of experiments were carried out during the year to test the effectiveness of artificial and natural fertilisers, a number of selective weedkillers, the comparative yield of irrigated and rains-grown rice, and of different strains of rice. Eight tons of high quality paddy was available for distribution as seed.

In addition to rice, ten tons of improved maize seed was distributed and improved varieties of cassava and simsim obtained for multiplication and subsequent distribution.

Improvement of Beeswax

An intensive campaign is being waged to stop the annual destruction of bee colonies, which is the primary cause of present low beeswax and honey production compared with the considerable potential of the Territory. This is a campaign that will have to continue over a number of years to be fully effective.

Propaganda and education regarding better beekeeping and the production of clearer beeswax are being undertaken and African instructors are being trained. In addition posters and leaflets are being distributed and participation in agricultural shows has evoked considerable interest in the packing of honey for both export and internal sale.

*Fisheries (Inland)**Fish Farming*

Twenty-three ponds, for breeding fry and the production of marketable fish were in use during the year. Seven African instructors received training and propaganda and publicity work with the public was undertaken. A number of experiments with different species of "tilapia" were carried out, and the effects of growing rice in the ponds, supplementary feeding of the fish and their anti-malarial value were studied.

Lakes and Rivers

A 45 foot motor fishing vessel has now been obtained and a large programme of investigation and fishing experiments in Lake Tanganyika will be undertaken in 1952.

Several small aquarium tanks have been installed at the Kigoma office for the study of the habits of Lake Tanganyika fishes of economic importance. Experiments are in progress with acetylene flares designed to find a cheap and reliable substitute for the costly wood-fuel at present used in the native "dagaa" fishery which produces about 1,500 tons of dried fish a year for export. Investigations continue on the fish and fisheries of the Malagarasi river and swamps and the presence of abundant stocks of fish including "tilapia" awaiting exploitation has been confirmed.

In September an investigation of Lake Rukwa, which had been closed to fishing since the disastrous draught of 1949, was carried out. The fish stocks were found to be sufficiently recovered to permit a resumption of fishing under the control of the Lake Rukwa Fisheries Board, established under the Fisheries Ordinance, which became law in October 1951. This Ordinance is of great importance in helping to ensure the orderly and controlled development of Tanganyika's inland fisheries.

In addition to the investigational and experimental work carried out the Kigoma office provides information, advice and assistance throughout the Territory in connexion with fishery matters including the identification of fish, obtaining fishing gear, etc.

Fisheries (Marine)

A Fisheries Officer arrived on first appointment in August and the remainder of the year was taken up with preliminary measures and investigations necessary to ensure that a comprehensive programme of work can be undertaken in 1952 in connexion with the possible development of commercial fisheries and the improvement and development of native fisheries.

Development of Ufipa District

High yielding seed maize, sunflower seed, and clucks of a Rhode Island Red—native cross have been produced and distributed to the local inhabitants. Investigations are in progress which it is hoped will lead to higher yields in the first year of the indigenous system of mound cultivation. Experiments are being made to examine the possibility of cultivating swamp land during the dry season.

Kahama Agricultural Development Centre

The Station has been engaged in the multiplication and issue to African cultivators of vermin resistant cassava planting material and seed of the soil improving leguminous crops, pigeon pea and chick pea.

Masai Development Plan

The Masai share of the financing of the scheme was established in February by agreement to a local rate of Shs. 30/- per taxpayer, of which Shs. 25/- is treated as a contribution to the plan.

Improved water supplies are one of the major objectives. Nine small dams were built in 1951, of an average capacity of 400,000 gallons. One larger dam was

completed and another was under construction. Bore holes and pipe lines have also been installed and considerable progress made in surveys for dam sites and further bore holes.

Arrangements were made for clearing 4,000 acres of tsetse fly bush by contract, but shortage of tractors proved a delaying factor. Used machines from the O.F.C. have now been bought and are being reconditioned.

Some experimental late hay-making was done in the Kisongo Pilot Scheme area and a full programme has been planned for 1952, using mechanical equipment for hay-making and baling.

Agriculture and Natural Resources School, Tengeru

Plans were drawn up during the year for this large project and key staff was selected.

Food Production Farms

A start was made on a Government food farm at Kilangali in the Eastern Province, where mechanical methods of irrigated rice production are employed. Virgin land is ploughed twice and two heavy discings have been necessary prior to seeding. At the end of the year, the experimental side of the work was still in progress including gauging and control of the flow from the Nyomko River, digging of profile pits and the making of soil analyses, and the planting and cropping of a small area of some 30 acres.

Biharamulo Development Plan

Planning for this scheme continued during 1951 and a special investigation by a water engineer has led to approval being given to a programme of well sinking and lining of existing wells.

Southern Province Development Plan

The stimulation of small-holding agricultural production and the opening up of communications in the Southern Province form the basis of this scheme. The agricultural staff was increased and a special tsetse survey officer was engaged. Minor road work was also expanded. Provisional export tonnage figures for the year showed an encouraging rise of some 40 per cent. over those for 1950. The total exports from Lindi, Mtwara and Mikindani were about 37,200 tons in 1950 and 51,900 tons in 1951. Not all the increase was due to primary production but the final figures, when analysed, will show a substantial improvement in production.

Central Breeding Station, Mporapwa

Further construction and fencing work was undertaken and the water supply extended and improved. Crops were on the whole good and the hay was of excellent quality.

Pigs have done well and work on the improvement of cattle strains continues. It has been found that on the whole sheep do not do well in this area. The poultry unit produced some 45,000 eggs which represents a monthly average of 12 eggs per bird. Four hundred and forty birds and 621 day-old chicks were sold. Incubation results have been quite satisfactory and improved methods are being tried out to reduce losses still further.

Development of Ghee Industry : Lake Province

As a result of propaganda, instruction, and strict supervision, the proportion of clarified butter to the total production of ghee has increased spectacularly from 0.7 per cent. in 1948 to 6.0 per cent. in 1949, 13 per cent. in 1950, and 30 per cent. in 1951.

Northern Province Demonstration and Experimental Farm

Good progress during the year can be reported on most aspects of the farm's activities although for various reasons building work has been regrettably delayed. An extensive programme of fencing has been completed and work on the con-

struction of a piped water supply designed to provide 240,000 gallons a day is well advanced.

Cattle have done remarkably well throughout the year—calving rates were high and mortality low. The pig population was kept low, merely selecting and maintaining a good nucleus herd. Mortality among the Karakul sheep was comparatively high but lambing rates were good. Poultry stocks have improved slowly in quantity and quality during the year.

African Veterinary Training Centre

Six students out of nine passed their final examination in 1951. The course has now been extended to two years and twelve students are now studying. Practical work is done in the morning and lectures are given in the afternoon. In July and August the students were taken to Masailand to work in the contagious bovine pleuro-pneumonia campaign. It is hoped to make a month of field work for the students a regular annual feature of their course.

Iringa Stud Farm

During the past year the emphasis has been on feeding rather than on the improved breeding of livestock. Apart from disease control, feeding is the most important factor in livestock management in Tanganyika. It has been shown at this farm during the last year that considerable improvement can be brought about in the average existing native herd through good feeding alone. By the conservation of fodder crops such as hay and silage and by growing napier grasses and kale on irrigable land cattle can be carried through the long dry season without loss of condition.

Demonstration Farm, East Kilimanjaro

Cattle and pigs did well during the year but it was decided that conditions were not suitable for sheep and the ones remaining were sent to the Northern Province Stock Farm. Sufficient cereals have been harvested for the feeding of labour and livestock during the coming year.

Veterinary Centres

A new centre has been opened at Ndoro in the Western Province and the African veterinary assistant has been engaged in propaganda and minor treatment of local stock. Towards the end of the year a bull was purchased.

The centre is popular and is definitely serving its purpose of bringing simple veterinary science to the local African stock-owners.

Pasture Research

One aspect of research in 1951 was the comparative value of burning as against selective uprooting and ring-barking of trees. Areas cleared by the latter method showed a larger increase in grass cover. The problem of regeneration of woody plants is receiving careful study.

The seed nursery plots have provided material for despatch as samples to Southern Rhodesia, Australia, Pakistan and other countries.

In the cleared areas at the Tumbi pasture research station there has been a striking decrease in tsetse fly numbers. Fly catchings decreased continuously, the greatest contrast being between the months of March 1950 and March 1951, the respective figures being 927 and 5.

The two Pasture Research officers have toured the Territory to investigate different pasture types and to advise on pasture problems.

Pilot Ranching Scheme : Mkata Plains

As a result of a further year's experience it has been proved that the holding and breeding of cattle on the Mkata Plains is a practicable and profitable proposition provided adequate disease and tsetse control can be maintained. Effective control measures exist and can be carried out economically.

Uluguru Land Usage Schemes

Good progress has been made and the area being dealt with has been expanded fourfold. Attention during the year has been mainly directed towards terracing and re-afforestation. During the year ten ex-enemy properties have reverted to African use and are being used as resettlement areas; mechanical cultivation is being practised with success. A start has been made in the construction of fish ponds.

Ulanga Rural Development Scheme

It has been decided that from the beginning of 1952 the animal husbandry, educational, and medical aspects of this scheme should be handed over to the control of the appropriate department or native authority.

Usambara Scheme (Rehabilitation of Mlalo Basin)

Progress during 1951 has been relatively slow because of the need of winning the peoples' confidence in the value of the measures proposed. The success of the scheme must ultimately depend on the measure of popular support and co-operation it receives.

Considerable progress was, however, made with ridging the cultivation areas, as the increased crops from areas previously ridged have convinced people of its value. Elephant grass plantations have been established but the stall feeding of livestock is only making very slow progress. A start was made in the implementation of the forestry working plan to provide re-afforestation of steep slopes and the increase of firewood and building poles.

Work in the plains has mostly been of an exploratory and experimental nature. It has been accepted that the provision of expansion areas in the plains is an integral part of the scheme and the best means of settling people in these areas is being examined. Mechanical cultivation, agricultural trials, irrigation and drainage are aspects of the problem that are receiving attention, in addition to the general factors such as the provision of adequate medical facilities, communications, etc.

Development of Sukumaland

The new offices at Malya and the stock farm house were completed and a temporary quarter started.

The crop yield on the stock farm was only moderate owing to heavy rains, but the livestock remained in excellent condition and milk yields steadily increased to an average of 5.8 lbs. per day per head.

Pilot land usage areas have been chosen in each district and area councils set up. These have been surprisingly successful in their work of limiting stock to suit the carrying capacity of the land. The Federal Council of Sukumaland has accepted the necessity for stock limitation by culling and has agreed to a 5 per cent. reduction.

Settlement control has been obtained in Geita district and settlement lines have been established from Mwingero to Buhindi. Behind these lines orderly settlement is progressing at a density calculated to stamp out the tsetse fly and so remove the danger of sleeping sickness. The cutting of drainage line vegetation has been successful in effecting an almost complete elimination of fly in that part of the Buchosa chiefdom. The application of the Settlement and Stock Limitation Rules to the whole of Sukumaland has been formally made but their implementation has been confined to one pilot area in each district. Considerable success has been obtained in these initial stages. A number of surveys and settlement plans have been completed and others are in progress.

The two experimental fish ponds produced fish at the rate of 590 lbs. and 774 lbs. per acre per year.

One dam was completed and another three-quarters finished with the heavy earth moving equipment—mechanical breakdowns and the unusually heavy rains

slowed down progress. Twenty-nine hand-built dams were completed and three half-finished in the year.

Construction has begun of the ferry pontoon at the south end of Smith Sound. This should not only encourage settlers but will also help to open up the area to trade and development.

Development of Mbulu

The year 1951 was the fourth year of the five year plan and the initial years of spade-work and the satisfactory progress recorded in 1950 laid the foundation for full scale operations to be pursued simultaneously for the first time in 1951 on every aspect of the plan. Results have been satisfactory throughout and have in some respects exceeded expectations. A further cause for satisfaction is the increasing co-operation of the people concerned and support of the native authorities.

A successful full-scale destocking programme throughout Iraqw was undertaken. Previous to the plan an average of some 8,000 cattle and donkeys and 3,000 sheep and goats were sold a year—in 1951 the respective figures were 21,500 and 34,000. The reduction in stock numbers has already had an extremely beneficial effect on the grass and pasturage.

Further considerable progress was made with the ambitious programme to clear 600 sq. miles from tsetse by the end of 1952 so as to provide expansion areas and 324,460 man days were employed on this work in 1951.

The Kitete pipe-line was completed and a 23-foot high masonry wall constructed in the gorge of the Simba River from which a 4½-mile pipe line carried water to the Merewa country. The Muchlur artificial lake with a surface area of 1 square mile created in 1950 by the construction of a 4½-mile furrow to divert flood water from the Yaida River has continued to prove successful. It is proposed to direct by pipe line in the dry weather some of the water of this lake into the course of the Mavetadu River, which flows only in the rains and which will serve as the principal water supply of the South Iraqw-Western Barabaig expansion area.

With the gradual disappearance of tsetse and with the provision of adequate water supplies, the rate of resettlement accelerates and some 730 families settled in the expansion areas during the year.

Agriculturally one of the most important developments during the year was the introduction of the system of land rehabilitation practised in the Kigezi district of Uganda, which is contour strip cropping, supplemented by trash bunds between the strips, which in turn are supported by live hedges, if necessary, on slopes above 10 per cent. By these means it is proposed to form terraces by natural wash on hill-side fields. The first demonstrations have been successful and the new policy has gained the approval of the native authority.

The new policy for the re-afforestation of the denuded highlands is to encourage individually-owned plantations as opposed to communal plantations, although the latter will still continue to be planted where special needs arise.

Kolo Rehabilitation Scheme

A detailed survey of sixteen square miles of the Kolo area has provided valuable data of general use in tackling the problem of over-stocking and misuse of the soil in the Irangi highlands. A reconnaissance survey of a potential expansion area was also undertaken.

Rungwe Small Holdings Scheme

This small scheme which is conducted with the ready assistance of the Moravian Mission near Tukuyu made steady progress. The intention is to establish 30 small holdings, each of about 15 acres. A tractor and implements were provided during the year, which are already improving progress.

Survey of the Pangani Basin

This is a proposal to utilize part of the waters of the Pangani River for irrigation and to make up the basic flow at Pangani Falls power station by seasonal storage. A reconnaissance survey was carried out by Sir William Halcrow and Partners, and more detailed field investigation was undertaken later in the year. The final report from the Consultants is expected in June, 1952.

Construction of Dams for the Development of Rice Production

Two dams were constructed in the Kahama District of the Western Province and repairs and improvements made to existing dams in that district and in the Tabora and Nzega Districts. The use of mechanised equipment is now under consideration.

The dams are making a significant contribution towards the expansion of rice production and in addition, now that some are stocked with fish, are providing a valuable addition to the local diet.

Reorganization of Bukoba Native Coffee Industry

Funds provided for this purpose are being used to assist in the erection of zonal hulleries. Two hulleries were almost completed at the end of 1951 and six more were in various stages of construction.

Local Development Loan Fund

In 1951 loans ranging from £15 to £500 were made to indigenous cultivators to enable them to increase their agricultural productivity—the money was used, among other things, to purchase oxen for ploughing, to buy ploughs or improved seed, to construct dams for irrigation and other purposes, and to pay labour employed on extending the area under cultivation.

The loans carry a low rate of interest (normally 2½ per cent.) and are for periods averaging two to three years. Some larger projects are now under consideration and applications may also be approved for funds to hire mechanical ploughing equipment. Loans can be made either to individuals, or to native treasuries in cases involving co-operative effort. The work undertaken has been based on the advice given by the Agricultural Department, but the cultivator himself provides the original initiative and enthusiasm, to encourage which is one of the main purposes of these loans. The Provincial Administration and the Agricultural Department also watch progress made and give advice when needed. The consistent repayment of interest and capital indicates that the great majority of these loans are put to good purpose.

APPENDIX IX

AGRICULTURE

Approximate acreage devoted to principal crops and estimated gross production (for local consumption and export) by quantity and value.

<i>Crop</i>	<i>Acreage</i>	<i>Total Production</i>	<i>Value</i>
		<i>Tons</i>	<i>£</i>
Maize, millet, sorghums	3,300,000	800,000	9,000,000
Root crops (cassava and sweet potatoes)	880,000	880,000	8,800,000 ^(a)
Beans and pulses	800,000	100,000	2,500,000
Bananas	415,000	1,320,000	5,280,000
Paddy (unhulled rice)	130,000	71,500	640,000
Wheat	30,000	8,000	202,000
Groundnuts	140,000	20,000	500,000
Coffee	105,500	17,500	4,400,000
Tea	10,000	1,000	250,000
Sugar	7,000	11,500	350,000
Non-indigenous fruits and vegetables	9,000	7,500	175,000
Sesame	31,000	5,000	130,000
Copra	114,000	10,000	500,000
Sisal	539,000	145,000	24,252,00
Seed Cotton	191,400	26,600	1,004,000
Tobacco	16,000	2,700	360,000
Papain	3,000	20	75,000
Pyrethrum	2,500	310	69,700
Totals	6,723,400	3,426,630	58,487,700

Notes : (a) Production is quoted as if in the form of dried root, although a very considerable tonnage is consumed fresh.

General :

Values are calculated at the average price paid to the actual grower. Only a small proportion of the food crops is, in fact, sold by the growers at the organised markets from which the average prices are calculated, the majority of growers retaining the greater part of their food-crops for home consumption. Total yields (estimated) are quoted in the above table.

(In Appendix IX of the Report for 1950 the production of paddy was estimated at 18,000 tons. This figure was incorrect, as it represented the marketed tonnage only.)

APPENDIX X

ANIMAL HUSBANDRY: FISHERIES

A. Animal Husbandry

Results of livestock census carried out during 1951 ;

Cattle	....	....	6,112,967
Sheep	....	....	2,445,055
Goats	....	....	3,280,638
Pigs	....	....	15,642
Donkeys	....	....	78,854
Mules	....	....	23
Horses	....	....	222

B. Fisheries

The figures previously quoted in this Appendix have included craft, e.g., cargo and passenger-carrying dhows, not necessarily used for fishing. The table below has been compiled by the Fisheries Officer (Marine) and represents his estimate of craft actually engaged in fishing :

Dhows—under 10 tons	....	130
Canoes (including sailing canoes)		1,600

No substantial change in the number or types of vessels engaged in fishing is thought to have taken place during 1951.

APPENDIX XI

MINES

(1) Principal Minerals Exported (Domestic Production)

Mineral	Unit	1950 (Actual figures)		1951 (Provisional figures)	
		Quantity	Value	Quantity	Value
			£		£
Gold (unrefined bullion)	oz.	125,267	824,047*	129,439	847,832*
Diamonds	car.	70,597	746,370†	8,593	86,749
Tin Concentrates	L.T.	129.4	76,078	92.09	67,704
Salt	M.T.	3,936	36,008	3,870	35,496
Mica:					
Sheet	L.T.	49.05	61,054‡	69.96	120,370
Ground	L.T.	58.65	1,223	—	—
Waste	L.T.	25	337	—	—
Kaolin	M.T.	18	182	46.86	507
Lead Concentrates	L.T.	1,093.36	97,550	2,964.59	334,256
Tungsten Concentrates	L.T.	40.50	14,284	39.26	61,007
Magnetite	L.T.	81.57	489	2,672.80	13,539
Copper Ore	L.T.	8.75	332‡	—	—
Lime	L.T.	70.00	280	190.00	850
Graphite (crude)	L.T.	—	—	25.00	669

* includes value of gold and silver in auriferous and lead concentrates.

† Provisional (some consignments unsold).

‡ Provisional.

oz. = Troy ounces.

car. = Metric carats.

L.T. = Long Tons.

M.T. = Metric Tons.

Note. Salt produced and sold for consumption in Tanganyika during 1950 amounted to 9,444.6 tons valued at £78,370. Corresponding figures for 1951 not yet ascertained.

(2) Number of Mines, Number of Workers Employed and Output per Worker

(In the absence of a definition of the word "Mine" the number of areas held under mining title for the principal minerals exploited has been utilised in the following table.)

Mineral	No. of leases and Claims *	No. of Workers Employed †	Quantity of mineral exploited per worker, January-September, 1951. ‡
Gold	433	6,279	15.8 oz. (bullion)
Diamonds	15	2,639	33.81 car.
Tin	124	1,085	0.067 L.T.
Salt	18	885	12.69 M.T.
Mica	131	1,393	0.04 L.T. ¶
Lead	3‡	1,544	1.68 L.T. (concentrates)
Tungsten	15	119	0.077 L.T.
Magnetite	5	46	34.25 L.T.

* As at 31st December, 1951.

† Monthly average, Jan.-Sept., 1951.

‡ Provisional, Jan.-Sept., 1951.

¶ Prepared mica.

§ Also included under 'Gold,' the titles being granted in respect of gold, silver, copper, lead and tungsten.

Registered Mining Titles as at 31st December, 1951

LEASES

	<i>No.</i>	<i>Acres</i>
Building minerals	6	301
Diamonds.....	3	6,054
Gold (Lode)	28	13,778
Gold, alluvial and lode	1	280
Gold, alluvial	—	—
Gold, silver, copper, lead and tungsten (lode and alluvial)	4	54,578
Lime stone	4	452
Mica	2	142,080
Phosphates	—	—
Salt	12	5,175
Tin	4	3,409
	<u>64</u>	<u>226,107</u>

CLAIMS

	<i>No.</i>	<i>Acres</i>
Asbestos	3	117
Building Minerals	1,221	1,130
Coal	4	1,879
Copper	10	390
Corundum	5	195
Diamonds.....	12	123
Garnet	1	2
Gold: alluvial	3	10
Gold: lode	397	8,052
Graphite	3	117
Gypsum	11	356
Kaolin	7	273
Kyanite	7	236
Lime	87	2,622
Magnesite.....	5	190
Mica	129	6,313
Phosphate.....	7	220
Salt	6	163
Tin	120	4,231
Vermiculite	1	39
Tungsten	15	585
	<u>2,054</u>	<u>27,243</u>

Special Exclusive Prospecting Licences

	<i>No.</i>	<i>Sq. Miles</i>
Precious Metals Lode and Non-Precious Minerals	5	1,135
Nickel	4	1,678
Tin	1	44
	<u>10</u>	<u>2,857</u>

Exclusive Prospecting Licences

	<i>No.</i>	<i>Sq. Miles</i>
Precious Metals Lode	4	10.74
Mica	1	2.8
Kaolin	1	1.0
	<u>6</u>	<u>14.54</u>

APPENDIX XII

INDUSTRIAL ESTABLISHMENTS

Industry	Number of Premises	Number Employed
Aerated water manufacture	34	401
Bread and flour confectionery	51	375
Brick and tile manufacture	5	222
Confectionery	5	24
Coffee pulping, milling etc.	101	1,010
Cotton ginning	20	1,584
Cycle repairs	14	50
Dairy produce	12	42
Electrical engineering	7	64
Electricity generating	22	812
Essential oil extraction	3	101
Food canning and bottling	7	1,073
General engineering	41	1,399
General woodworking—includes carpentry, joinery and cabinet making	166	2,599
Goldsmiths, jewellers etc.	18	83
Hides and skins—sorting, baling, etc.	11	155
Hollow ware manufacture	2	23
Kapok ginning	2	32
Laundries and dry cleaners	29	108
Leather tanning and goods manufacture	4	145
Locomotive repairs	9	1,600
Milling (flour, oil and rice)	106	1,909
Motor vehicle repairs	114	2,347
Printing, bookbinding	17	535
Saw milling	45	2,789
Sheet metal working	28	109
Shoe making/repairing	110	306
Sisal and sansevieria processing	207	20,460
Soap manufacture	17	258
Sugar and jaggery manufacture	24	646
Tailoring and dressmaking	986	2,537
Tea manufacture	6	458
Tobacco curing, etc.	7	308
Miscellaneous	45	1,077
	2,275	45,641

Notes: (a) The above list includes all establishments covered by the definition of factories under the Factories Ordinance.

(b) 95 per cent. of the number of employees are Africans; and of these 95 per cent. are males.

APPENDIX XIII

COMMERCE AND TRADE, 1951

A.(1). General Summary

During the year 1951 the external trade of Tanganyika, including inter-territorial trade but excluding transit and transshipment movements, amounted to £73,139,979.

IMPORTS						
Commercial	....	....	....	....	£28,756,909	
Government	....	....	....	....	£2,885,599	
Total Imports		....	....	....		£31,642,508
EXPORTS						
Domestic	....	....	....	....	£40,494,104	
Re-exports	....	....	....	....	£1,003,367	
Total Exports		....	....	....		£41,497,471
Total Volume of Trade		....	....	....		£73,139,979

The volume of the inter-territorial trade included in the above figures was as follows:

Imports	....	....	....	£3,624,654	
Exports	....	....	....	£1,151,085	
Total		....	....		£4,775,739

Excluding the figures for bullion and specie, the imports of which were valued at £8,276, the year's trade showed a favourable visible balance of £9,863,139.

Total Exports	....	....	....	£41,497,471	
Total Imports	....	....	....	£31,634,232	
Balance		....	....		£9,863,139

A.(2). Volume of Trade

Comparative Figures

1. Imports and Re-Exports of Bullion and Specie

		1948	1949	1950	1951
		£	£	£	£
Imports	....	34,061	1,316,740	170,429	8,276
Re-exports	....	222,228	280,768	98,493	—

2. Imports

		1948	1949	1950	1951
		£	£	£	£
Commercial	....	21,095,484	27,459,905	25,180,677	28,756,909
Government	....	1,513,080	3,366,016	2,760,161	2,885,599
Total Imports	....	22,608,564	30,825,921	27,940,838	31,642,508

3. Exports and Re-Exports

		1948	1949	1950	1951
		£	£	£	£
Domestic Exports	....	16,239,434	20,155,695	24,669,939	40,494,104
*Re-exports	....	692,960	1,491,835	1,286,135	1,003,367
Total Exports	....	16,923,394	21,647,530	25,956,074	41,497,471

4. Total Value of Trade

		1948	1949	1950	1951
		£	£	£	£
		39,531,958	52,473,451	53,896,912	73,139,979

*Excludes value of ships' stores.

**B.(1). Imports Classified under Main Statistical Headings,
Showing Value and Relative Percentages**

(Including Inter-Territorial Trade)

	Value £	Percentage of Total Imports
1. Food products, beverages, tobacco	4,250,032	13.5
2. Fatty substances and waxes	26,915	0.08
3. Chemical and allied products	1,148,184	3.2
4. Rubber and manufactures thereof	758,379	2.5
5. Wood and cork and manufactures thereof	190,422	0.6
6. Pulp, paper and manufactures	351,203	1.1
7. Hides, Skins, leather and manufactures	64,539	0.2
8. Textiles	6,667,019	21.1
9. Clothing and miscellaneous textile goods	1,938,950	6.14
10. Products for heating, lighting, power and lubricants	1,977,260	6.22
11. Non-metallic minerals and manufactures	1,870,645	6.0
12. Precious metals and stones and manufactures	14,446	0.04
13. Base metals and manufactures	4,039,844	12.8
14. Machinery, apparatus, appliances and vehicles	6,878,352	21.8
15. Miscellaneous commodities	1,239,665	4.0
16. All other items	226,653	0.72
TOTAL	£31,642,508	100.0

B.(2). Imports: Countries of Origin

Country of Origin	1949 £	1950 £	1951 £
United Kingdom	15,759,267	13,404,947	12,521,272
India	2,808,193	2,508,054	3,088,835
South Africa	565,957	962,657	1,012,399
Bahrain Islands	165,013	184,760	461,934
Hong Kong	307,868	144,949	189,124
Canada	212,012	77,840	169,010
Australia	134,077	85,948	76,954
Kenya	2,044,879	2,386,151	1,981,699
Uganda	1,203,932	1,555,026	1,642,955
Zanzibar	34,397	26,465	25,546
Other parts of British Commonwealth	166,366	88,397	477,949
Total Commonwealth	23,401,961	21,425,194	21,737,677
United States of America	2,128,999	1,528,127	1,001,425
Persia	1,267,085	1,121,722	636,676
Belgo-Luxemburg Union	235,919	121,725	857,652
France	114,662	219,298	453,828
Italy	625,599	522,183	1,023,969
Netherlands	494,320	501,717	753,141
Japan	1,647,349	1,226,846	2,850,918
Germany	91,846	279,265	818,962
Czechoslovakia	185,221	176,021	309,182
Sweden	158,032	300,841	492,556
Other Foreign Countries	474,928	517,519	706,612
Total Foreign Countries	7,423,960	6,515,664	9,904,831
Total Imports	30,825,921	27,940,858	31,642,508

C.(1). Domestic Exports Classified under Main Statistical Headings, showing Value and Relative Percentages

(Including Inter-Territorial Trade)

	Value £	Percentage of Total Exports
1. Food products, beverages, tobacco	7,309,417	18.0
2. Fatty substances and waxes	1,943,246	4.7
3. Chemical and allied products	27,605	—
4. Rubber and manufactures thereof	6,388	—
5. Wood and manufactures thereof	636,113	1.5
6. Hides, skins, leather	1,805,010	4.4
7. Textiles, fibres, lint	26,660,713	65.8
8. Clothing and miscellaneous textile goods	1,734	—
9. Non-metallic minerals and manufactures	149,430	.3
10. Precious metals and stones	93,953	.2
11. Base metals and manufactures	408,524	1.1
12. Machinery, apparatus, vehicles	3,262	—
13. Miscellaneous commodities	613,812	1.5
14. Gold and specie	831,290	2.5
15. Other items	3,697	—
Total	£40,494,104	100.0

C.(2). Exports : Countries of Destination

Country of Destination	1949 £	1950 £	1951 £
United Kingdom	7,908,124	9,973,097	15,958,071
India	1,928,609	1,493,606	1,855,394
South Africa	1,000,789	1,262,070	1,278,426
Zanzibar	171,124	304,353	315,883
Australia	399,421	1,121,212	2,157,452
Canada	260,330	571,817	1,051,839
Ceylon	97,723	84,523	255,518
Ire	60,350	260,263	541,503
Kenya	780,795	731,017	903,847
Uganda	141,750	170,465	247,238
Other parts of British Commonwealth	191,694	360,730	820,651
Total Commonwealth	12,940,709	16,333,153	25,385,822
United States of America	2,584,862	2,208,256	7,014,439
Japan	1,390,917	850,667	69,621
Netherlands	588,828	910,525	1,619,285
Belgo-Luxemburg Union	273,314	680,571	2,431,402
Germany	801,456	1,530,543	1,534,313
Denmark	353,896	443,192	332,367
France	244,608	225,166	649,621
Italy	164,993	511,043	265,851
Norway	122,000	149,017	147,912
Sweden	132,086	206,636	252,464
Other foreign countries	542,460	615,695	783,681
Total foreign countries	7,199,420	8,331,311	15,100,956
Ships' stores	15,566	5,475	7,326
Total Exports	20,155,695	24,669,939	40,494,104

D. Re-Export Trade

*(Imported Goods) (other than goods declared in transit or transshipment)
Subsequently Re-exported)*

	1949	1950	1951
	£	£	£
1. Food products, beverages tobacco	10,813	8,437	22,533
2. Fatty substances and waxes	10,934	—	—
3. Chemical and allied products	8,652	2,492	6,496
4. Rubber and manufactures thereof	16,380	1,558	8,563
5. Wood and manufactures thereof	201	373	985
6. Paper, pulp and manufactures	2,258	1,308	2,852
7. Hides, skins, leather	3,645	6,267	2,739
8. Textiles	699,096	190,301	270,720
9. Clothing, etc.	11,988	8,070	19,108
10. Products for heating, power, etc.	64,061	44,838	62,290
11. Non-metallic minerals and manufactures	5,795	4,048	22,844
12. Precious metals, stones and manufactures	147	352	2,795
13. Base metals and manufactures	31,400	28,165	78,974
14. Machinery, apparatus, vehicles	225,597	839,992	420,378
15. Returned goods	1,692	8,597	24,981
16. Gold and specie	280,768	98,493	—
17. Other items	118,408	42,844	57,109
Total	£1,491,835	£1,286,135	£1,003,367

APPENDIX XIV

CO-OPERATIVES

<i>Type of Society</i>	<i>Number of Societies</i>					<i>Membership</i>	
	<i>African</i>	<i>Asian</i>	<i>European</i>	<i>All Races</i>	<i>Total</i>		
Bulk Purchase : Butchers	1	—	—	—	1	African	123
Traders	4	—	—	—	4	African	494
Consumer	—	—	2	—	2	European	2,873
Credit (Loan)	—	5	—	—	5	Asian	2,787
Marketing (including Agricultural requisites supply)	123	—	—	3	126	African	99,017
						Asian	13
						European	455
Total	128	5	2	3	138	African	99,634
						Asian	2,800
						European	3,328
							105,762

APPENDIX XV

COST OF LIVING

Table showing Retail Prices of Chief Staple Foodstuffs
and certain other items in Dar-es-Salaam

Commodities (showing groups by which mainly consumed)	Unit Weight or Size	Average Prices in Dar-es-Salaam (in shillings and cents) at dates shown		
		30th Sept. 1949	25th Oct. 1950	31st Dec. 1951
(a) Africans				
Mixed meal	Kg.	·31	·44	·56
Beans	lb.	·20	·22	·42
Groundnuts	"	·36	·36	·45
Coconut oil	"	·90	1·05	1·11
(b) Asians				
Flour (Atta)	lb.	·36	·38	·43
Dhall, gram	Kg.	1·00	1·50	2·18
Bajri (Millet)	"	·35	·42	·54
Simsim oil	"	1·98	2·10	2·58
Ghee	lb.	2·10	2·21	2·78
Garlic	Kg.	2·00	3·00	3·50
Jaggery	"	·80	·80	·89
(c) European				
Flour (Wheaten)	lb.	·38	·40	·48
Bread	"	·46	·48	·58
Bacon	"	2·75	2·75	2·75
Cheese	"	2·17	2·30	2·65
Lard	"	2·00	1·80	1·75
Coffee	"	3·90	4·75	4·75
(d) European and Asian				
Eggs	each	·20	·20	·23
Butter	lb.	2·80	2·95	3·45
European Potatoes	"	·20	·20	·23
(e) General				
Rice	lb.	·30	·39	·40
Sugar (White)	"	·40	·46	·60
Salt	Kg.	·14	·14	·17
Tea	lb.	2·75	3·15	4·25
Milk (fresh)	Pint	·35	·45	·45
Meat	lb.	·60	·60	1·20
Chickens	each	to 1·50 3·50	to 1·50 3·50	to 2·50 6·00
Fish	lb.	to 5·00 ·60	to 5·00 1·25	to 7·00 1·50
Vegetables (mixed)	"	·65	·40	·56
Water	4 gall.	·05*	·07*	·10*
Charcoal	Bag	5·00	4·50	5·00
Kerosene	Gall.	1·65	1·97	2·20
Soap, blue	lb.	·63	·70	·72
Soap, white	"	·67	·74	·75

*The price at the Government Kiosks has remained unchanged at one cent per four gallons of water.

APPENDIX XVI

LABOUR

(1) (a) Comparative Table of Total Numbers of Indigenous Persons in Employment 1945-1951

Year		Casual Workers	Regular Workers	Total
1945	Labour Census at 15.2.45	3,083	342,200	345,283
1947	Labour Census at 20.2.47	10,708	348,416	359,124
1948	Estimated at 31.12.48	10,000	385,500	395,500
1949	Labour Census at 15.9.49	34,661	439,327	473,988
1950	Estimated at 31.12.50	28,000	360,250	388,250
1951	Labour Census at 31.7.51	74,350	381,048	455,398

(1) (b) Industrial Classification of all Reported African Employees

(Labour Census 1951)

Main Industry	Males		All Females	Total
	Adults	Juveniles		
*Government	17,300	78	37	17,415
Local Government	13,650	146	1	13,797
Agriculture	183,741	16,365	32,375	232,481
Ginning	2,299	71	33	2,403
Forestry and Fishing	4,100	129	135	4,364
Transportation	24,077	7	36	24,120
Wholesale and Retail Trade	18,981	303	665	19,949
Manufacturers, including electricity	24,656	293	1,073	26,022
Mining and Quarrying	17,525	262	542	18,329
Construction	44,292	264	478	45,034
Other Services	45,895	2,605	2,984	51,484
Total	396,516	20,523	38,359	455,398

Notes. *Administrative and other workers. All Government employees working in other industries have been allocated to those industries.

Manufacturers includes Timber Production.

Domestic servants except those shown on returns of other industries included in Other Services.

Local Government includes Native Administration.

Casual labour included in all figures.

(1) (c) Distribution of African Employees by Province of Employment
(Labour Census 1951)

Province	Africans on Muster Roll				African Casuals				Grand Total
	Adult Males	Adult Females	Juveniles	Total	Adult Males	Adult Females	Juveniles	Total	
Central	15,651	328	201	16,180	3,823	18	25	3,866	20,046
Eastern	82,239	2,988	5,452	90,679	17,051	310	597	17,958	108,637
Lake	31,136	853	751	32,740	4,297	75	158	4,530	37,270
Northern	34,891	1,242	2,792	38,925	7,742	765	1,511	10,018	48,943
Southern	34,289	2,244	1,547	38,080	9,381	268	388	10,037	48,117
Southern Highlands	25,218	2,925	9,903	38,046	6,963	709	1,798	9,470	47,516
Tanga	81,726	6,711	10,462	98,899	10,300	613	1,910	12,823	111,722
Western	26,374	373	752	27,499	5,435	101	112	5,648	33,147
Grand Total	331,524	17,664	31,860	381,048	64,992	2,859	6,499	74,350	455,398

(2) Rates of Wages paid to Indigenous Workers and Hours of Work in
Main Classifications of Employment*

Classification of Employment	Occupation	Wages (shillings)	Unit of Computation	Number of hours worked (weekly average)
Agriculture				
Sisal	Cutters and Production Work	27/- plus 12/- bonus (a) (b)	30 tasks to be completed in 42 days	42-46
	Brushers' Assistants	21/- plus 10/- bonus (a) (b)		
	Land Clearing	18/- plus 10/- bonus (a) (b)		
	Planting and Development Work	18/- plus 5/- bonus (a) (b)		
Groundnut Scheme (Kongwa)	Unskilled	15/60 plus 5/- bonus (a)	per month of 26 working days	44 on time basis ; less if on task work
	Semi-skilled and skilled	50/- upwards according to occupation and trade testing syllabus scales (a) (c)		
General	Unskilled	20/- to 40/- (a)	30 tasks or 30 days	20-40
	Semi-skilled	30/- to 60/- (a)		
	Skilled	60/- to 200/- (a)		
Trade, Transport and General Industrial Port (Dar es Salaam)	Permanent	90/- to 130/- plus 15% cost of living allowance (Shs. 15/- per month minimum) plus overtime (d)	per month	45-48
	Casual	3/50 plus 60 cents COLA plus overtime (d)	8 hours shift	
Trade, Transport and General Industrial Port (Tanga)	Casual	3/50 plus 10 cents COLA plus overtime (d)	8 hour shift	45-48
Port (Lindi)		2/60 50/- to 60/-	half-shift per month	45-48

General	Unskilled Semi-skilled Skilled	30/- to 60/- 60/- to 90/- 75/- to 300/-	per month or 30 tasks	45-48
Timber Production Logging and Sawmilling	Unskilled Semi-skilled Skilled	20/- to 40/- (a) 35/- to 60/- (a) 75/- to 200/- (a)	30 tasks	44-48
Mining Gold	General Surface Underground Skilled, other	17/- to 35/- (a) 25/- to 75/- (a) 40/- to 100/- (a)	30 tasks	44-48
Diamonds	General Skilled	20/- to 26/- (a) 30/- to 100/- (a)	30 tasks	44-48
Lead	General Surface Underground Skilled	18/- to 30/- (a) 19/50 to 80/- (a) 60/- to 200/- (a) (All plus varying production bonus)	30 tasks	44-48

Notes : * Wage rates vary considerably according to locality.

- (a) Plus rations, varying in value from about Shs. 15/- to Shs. 27/- according to locality. If rations are not issued wages are increased proportionately.
- (b) Bonus payable if 30 tasks performed within 42 days.
- (c) Rations not issued to workers in receipt of Shs. 140/- per month or more.
- (d) Overtime paid for all work in excess of eight hours per day.
- (e) Unskilled and casual labour only. Other staff graded and paid as provided for in territorial estimates.
- (f) Rates fixed locally and vary with cost of living.

Ration Scales

The Master and Native Servants (Proper Feeding) Regulations, 1944, (Government Notice No. 325 of 1944) prescribe that when rations are provided as part of the remuneration the scale for an adult male shall consist of foodstuffs yielding not less than 3,500 calories as an average gross daily issue which shall include all the following constituents in not less than the quantities shown for each:

Fat	50 grammes.
Protein	100 grammes of which 10 per cent. shall consist of animal origin.
Carbohydrates	500 grammes.
Salt	15 grammes.
Iron	20 milligrammes.
Vitamin A	3,000 International units.
Vitamin B ₁	350 International units.
Vitamin C	600 International units
A typical ration would consist of:	
Maize meal	28 ozs. per day.
Beans	4 ozs. per day
Groundnuts	2 ozs. per day.
Raw Sugar	1 oz. per day.
Mess	1 lb. twice a week.
Red Palm Oil	2 ozs. per week.
Other vegetable oil	2 ozs. per week.
Green leafy vegetables	4 ozs. per week.
Salt	4 ozs. per week.

(For adult females and children the ration scale must consist of not less than 80 per cent of the calories and constituent quantities listed above).

The value of a typical ration shown above now approximates to Shs. 20/- a month or slightly more according to locality.

Employers are required by the Master and Native Servants Ordinance to provide rations according to the scale shown above at their own expense to all servants unless the contract of service provides otherwise and a supply of native foodstuffs of good quality and of sufficient quantity and variety to enable the servant to obtain rations on the prescribed scale is available in the neighbourhood of the place of employment.

4 Total No. of Industrial Injuries Reported

Industrial Group]	Total number of injuries	Fatal injuries	Permanent Disability		Temporary Disability
			Total	Partial	
Agriculture	313	13	—	71	229
Construction	278	6	—	82	190
Food Manufacture	72	3	—	33	36
Engineering and Metal Working Industries	28	1	—	8	19
Mining	83	13	—	48	22
Ports, Shipping	31	1	—	8	22
Railways	216	3	—	10	203
Road Transport	69	15	—	21	33
Sisal	315	11	1	140	163
Wood Working Industries	108	14	—	35	59
Miscellaneous	100	11	—	27	62
TOTALS	1,613	91	1	483	1,038

**5. Number of Cases of Illness and Deaths due to
Occupational Diseases.**

<i>Area</i>	<i>Occupation</i>	<i>Illness</i>	<i>Deaths</i>
Dar es Salaam....	Hides and Skins	8 cases Anthrax	Nil

N.B. Of the 32 cases of Anthrax reported in the 1950 report, a number concerned self-employed persons.

(6) Number and Duration of Industrial Disputes

Industry	Number of Disputes	Number of Workers Involved	Number of Man-Days lost	Duration of Dispute				
				4 days	3 days	2 days	1 day	Less than 1 day
Sisal	35	3,692	6,613	3	3	7	18	4
Agriculture	11	1,500	1,916	—	2	2	5	2
Civil Engineering and Building	6	1,054	2,167	1	—	—	4	1
Timber and Sawmills	4	368	496	—	—	3	1	—
Port Industry	4	330	390	—	1	1	1	1
Electricity Supply	2	145	53	—	—	—	—	2
Oil Distribution	1	80	22	—	—	—	—	1
Miscellaneous Minor Undertakings	2	240	180	—	—	—	1	1
Government and Native Administration	8	442	938	—	2	—	3	3
Total	73	7,851	12,775	4	8	13	33	15

(7) Unemployed Workers

Unemployment in the generally accepted sense does not exist. During 1951 the demand for all categories of workers exceeded the supply. Unemployment, in the sense that persons may be found seeking work, occurs only in the larger urban areas and results from the influx of persons from the rural areas attracted by the amenities of town life. For those seeking work labour exchanges are available. At the end of the year there were 4,436 names on the registers of labour exchanges in the Territory but as in previous years a number of those registered had doubtless found work but had not informed the authorities.

APPENDIX XVII PUBLIC HEALTH

A. (1) Table showing Medical Personnel by Categories, Sex and Race as at 31st December, 1951
(Non-Official medical practitioners who are registered in Tanganyika, but not resident in the Territory are not included).

	European		Asian		African		Total		Grand Total
	Male	Female	Male	Female	Male	Female	Male	Female	
Registered Medical Practitioners									
Official (a).....	83	9	17	—	—	—	100	9	109
Non-Official (b).....	67	30	38	5	—	—	105	35	140
Licensed Medical Practitioners									
Official.....	—	—	40	—	6	—	46	—	46
Non-Official.....	3	—	9	—	1	—	13	—	13
Registered Dentists									
Official.....	4	1	—	—	—	—	4	1	5
Non-Official.....	8	1	—	—	—	—	8	1	9
State Registered Mental Nurses									
Official.....	5	3	2	—	—	—	7	3	10
State Registered Nurses with additional Midwifery qualifications									
Official.....	—	101	—	—	—	—	—	101	101
Non-Official (Mission).....	—	78	—	—	—	—	—	78	78
State Registered Nurses without additional Midwifery Qualifications									
Non-Official (Missions).....	—	78	—	—	—	—	—	78	78
State Registered Midwives Non-Official (Missions).....	—	4	—	—	—	—	—	4	4
Certificated African Nurses									
Official.....	—	—	—	—	85	9	85	9	94
Non-Official (Missions).....	—	—	—	—	32	25	32	25	57
Medical Assistants									
Official.....	—	—	—	—	113	—	113	—	113
Non-Official (Missions).....	—	—	—	—	40	—	40	—	40
Laboratory Assistants (Official).....	—	—	—	—	30	—	30	—	30
Health Inspectors (Official).....	33	—	—	—	—	—	33	—	33
Assistant Health Inspectors (Official).....	—	—	—	—	3	—	3	—	3
Sanitary Inspectors (Official).....	—	—	—	—	92	—	92	—	92

(a) Including 6 employed on research projects and 2 Inter-territorial Specialists.

(b) Including 34 employed by missions.

A. (2) Physicians

ANALYSIS BY NATIONALITY—REGISTERED AND LICENSED
MEDICAL PRACTITIONERS*(Excluding practitioners who are registered but not resident in Tanganyika)*

	Registered	Licensed	Total
British—United Kingdom	130	—	130
African	—	7	7
Australian	6	—	6
Canadian	2	—	2
Austrian	2	—	2
Czechoslovakian	2	—	2
Danish	3	—	3
German	14	—	14
Goan	—	6	6
Greek	3	—	3
Dutch	1	—	1
Hungarian	2	—	2
India and Pakistani	58	43	101
Italian	6	1	7
Norwegian	1	—	1
Polish	3	2	5
Swedish	1	—	1
Swiss	6	—	6
American	9	—	9
	249	59	308

B. (1) Number of Hospitals and Medical Centres providing
in-patient treatment

Year	Government	Mission, Private and Industry	Totals
1951	74	93	167
1950	74	93	167
1949	74	90	164
1948	74	92	166
1947	64	81	145

B (2) Number of Beds in Hospitals and other Medical Centres providing in-patient treatment

(Including Special Hospitals and Maternity and Child Welfare Clinics)

Year	Government	Mission	Totals
1951	4,436 beds 23 cots	3,830 beds	8,266 beds 23 cots
1950	4,375 beds 19 cots	3,756 beds	8,131 beds 19 cots
1949	4,344 beds 8 cots	3,775 beds	8,119 beds 8 cots
1948	4,198 beds	3,499 beds	7,697 beds
1947	3,997 beds	2,803 beds	6,800 beds
1946	4,465 beds	2,434 beds	6,899 beds

B. (3) Number of Dispensaries—Rural Medical Centres

Year	Government	Mission	Industry	Native Administration	Total
1951	10 General 11 Sleeping Sickness	101	261	414	797
1950	15	116	247 (a)	418 (b)	796
1949	21	61	284 (a)	401	767
1948	28	—	304 (a)	401	733
1947	70	—	245 (a)	361	676

(a) Including a number of first-aid centres.

(b) Including 9 dispensaries formerly maintained by Government as sleeping sickness dispensaries.

B (4) Number of cases treated at Government and Mission Hospitals and other Medical Centres, and at Native Authority Rural Medical Centres

Year	Government		Missions		Native Authority	Total	
	In-patients	Out-patients (a)	In-patients	Out-patients	Out-patients (a)	In-patients	Out-patients
1951	83,617	1,112,685	72,063	1,324,213(d)	1,854,835(c)	155,680	4,291,733
1950	76,754	1,069,519	32,372(b)	917,408 (a) & (b)	1,891,953(c)	109,126(b)	3,878,880 (a) & (c)
1949	74,981	1,130,999	59,958	836,075 (a)	1,929,536	134,939	3,896,610(a)
1948	73,487	1,029,314	50,683	660,038 (a)	1,947,197	124,170	3,636,549(a)
1947	70,369	964,281	40,637	949,293 (a)	1,609,096	111,006	3,522,670(a)
1946	69,901	875,410	22,170	372,885 (a)	1,449,641	92,071	2,687,936(a)

(a) New cases.

(b) Returns from a number of Missions not yet received.

(c) Returns from 9 dispensaries not yet received.

(d) The greater number of Mission returns give attendance figures, not cases.

B. (5) Number of Registered and Licensed Physicians

Year		Government	Mission, Private and Industry	Total
1951	European	92	121	213
	Asian	57	68	125
	African	6	1	7
	Total	155	190	345
1950	European	65	115	180
	Asian	61	44	105
	African	9	—	9
	Total	135	166	294
1949	European	64	107	171
	Asian	55	32	87
	African	8	—	8
	Total	127	139	266
1948	European	55	92	147
	Asian	57	28	85
	African	6	—	6
	Total	118	120	238
1947	European	51	52	103
	Asian	50	21	71
	African	5	—	5
	Total	106	73	179

B. (6) Number of Nurses—Qualified (a)

<i>Year</i>		<i>Government</i>	<i>Mission, Private and Industry</i>	<i>Total</i>
1951	European	101	156 (b)	257
	Asian	—	—	—
	African	94	57 (b)	151
	Total	195	213	408
1950	European	77	146 (b)	223
	Asian	—	—	—
	African	65	45 (b)	110
	Total	142	191	333
1949	European	67	102 (b)	169
	Asian	2	—	2
	African	59	38 (b)	97
	Total	128	140	268
1948	European	74	139	213
	Asian	2	—	2
	African	31	15	46
	Total	107	154	261
1947	European	64	103	167
	Asian	2	—	2
	African	30	15	45
	Total	96	118	214

(a) "Qualified" indicates State Registered, or, in the case of Africans, certificated.

(b) Mission figures only.

C (1) (a) Government General Hospitals

NUMBER OF WARDS, BEDS, PATIENTS AND MEDICAL PERSONNEL

HOSPITAL	Wards	Beds	In-patients		Out-patients		Medical Officers and Specialists	Other Medical practitioners
			Non-European	European	Non-European	European		
DAR ES SALAAM GROUP								
Sewa Haji Wing	27	249	6,208	—	74,299	—	12	7
European Wing	26	58 (13 cots)	325	941	152	2,600		
EASTERN REGION								
<i>Eastern Province</i>								
Bagamoyo	4	40	561	—	16,714	35	—	1
Kilosa	8	76	1,078	—	15,607	75	1	1
Kingolwira	3	49	1,177	—	3,273	50	—	1
Mabenge	10	78	393	—	6,910	34	—	1
Morogoro	15	190	4,538	79	25,718	501	2	1
Utete	2	33	499	—	8,713	16	—	1
<i>Southern Province</i>								
Kilwa	5	32	400	—	9,225	24	—	1
Lindi	7	93	1,810	54	19,166	442	2	1
Mikindani	3	31	434	—	11,591	42	—	1
Songea	5	54	843	—	12,430	145	1	1
NORTHERN REGION								
<i>Northern Province</i>								
Arusha	20	126	2,913	250	28,249	1,566	3	2
Mbulu	8	40	918	—	9,677	45	1	—
Monduli	7	34	510	—	7,814	—	1	—
Moshi	21	191	5,271	191	36,126	864	2	2
Oldeani	14	57	923	52	2,876	137	2	1

<i>Tanga Province</i>									
Kotogwe	3	69	1,369	—	11,627	28	—	1	1
Lushoto	6	45	744	—	8,322	244	1	1	1
Muheza	9	98	1,124	—	10,822	—	1	1	1
Pangani	6	22	375	—	6,455	—	—	1	1
Tanga	21	290	4,636	362	39,202	1,007	5	4	4
Usangi	5	40	628	—	20,827	—	—	1	1
CENTRAL REGION									
<i>Central Province</i>									
Dodoma	16	113	3,666	—	35,103	726	2	1	1
Kondoa	10	46	684	—	8,140	77	—	1	1
Mpwapwa	3	26	1,211	—	14,643	78	—	1	1
Singida	7	44	805	—	12,296	82	1	1	1
<i>Southern Highlands Province</i>									
Chunya	14	41	1,206	27	9,599	141	—	1	1
Iringa	16	79	2,178	157	16,918	709	2	1	1
Mbeya	18	83	2,070	155	29,962	709	2	1	1
Tukuyu	9	81	1,963	—	23,233	132	1	1	1
WESTERN REGION									
<i>Lake Province</i>									
Bukoba	11	138	2,843	—	21,976	198	2	3	3
Musoma	16	126	2,412	43	15,206	135	1	2	2
Mwanza	27	182	4,070	143	30,185	1,745	2	2	2
Shanwa	3	30	1,043	—	16,921	11	—	1	1
Shinyanga	6	68	2,217	—	31,839	91	—	1	1
<i>Western Province</i>									
Kahama	5	61	972	—	12,729	61	—	1	1
Kasulu	3	17	443	—	9,569	—	—	1	1
Kigoma	3	50	769	—	8,926	17	1	1	1
Nzega	6	40	1,396	—	13,969	2	—	1	1
Sumbawanga	6	31	401	—	8,616	2	—	1	1
Tabora	14	137	3,878	156	35,093	918	2	2	2

**C. (1) (b) Government General Medical Centres Providing
In-Patient Treatment not under Immediate Supervision of
a Registered or Licensed Medical Practitioner**

	Number of Wards	Number of Beds	In- patients Non- European	Out-patients (new cases)	
				Non- European	European
EASTERN REGION					
<i>Southern Province</i>					
Liwale	4	17	214	3,928	1
Tunduru	5	18	283	12,431	—
<i>Eastern Province</i>					
Mafia	4	14	183	3,658	—
NORTHERN REGION					
<i>Tanga Province</i>					
Handeni	8	24	(a)	8,147	—
Same	8	30	401	(a)	—
CENTRAL REGION					
<i>Central Province</i>					
Itigi	3	8	291	5,979	—
Manyoni	2	16	227	4,499	18
<i>Southern Highlands Province</i>					
Kycia	2	20	502	21,607	—
Malangali	5	23	614	12,120	14
Njombe	3	22	640	6,431	—
WESTERN REGION					
<i>Lake Province</i>					
Biharamulo	4	34	564	10,577	8
Murongo	3	14	479	10,978	6
Ngara	4	24	634	13,970	12
Ngudu	2	16	478	13,707	10
<i>Western Province</i>					
Kibondo	3	32	335	16,227	—
Uvinza	1	6	40	2,891	—

(a) Figures not available.

C. (1) (c) Government Special Hospitals

Hospital	Number of Beds	In-patients		Out-patients	
		Non-European	European	Non-European	European
<i>Infectious Diseases</i>					
Dar es Salaam	136	534	—	43 (a)	—
Tanga	12	62	—	—	—
<i>Mental Hospital</i>					
Dodoma	229	204	10	12 (b)	4
<i>Tuberculosis</i>					
Kibongoto Centre	260 (c)	2,398 (d)	—	39,862 (e)	2

(a) Scabies patients only.

(b) Asian patients only.

(c) 50 beds in temporary bandas included.

(d) 1,812 non-tuberculous patients included.

(e) 38,445 non-tuberculous patients included.

C (2) (a) Mission Hospitals with Resident Medical Practitioners

<i>Hospital</i>	<i>Mission</i>	<i>Beds</i>	<i>Medical Practitioners</i>	<i>In-Patients</i>	<i>Out-Patients New Cases (a)</i>	<i>Remarks</i>	
EASTERN PROVINCE							
Minaki	U.M.C.A.	175	1	5,401	8,706	(b) Resident for part of the year only.	
Kwiro	Capuchin	18	1	—	13,851		
Ifakara	"	52	1	995	33,576		
SOUTHERN							
Ndanda	Benedictine	103	2	1,702	4,150		
Mnero	"	50	1	584	1,949		
Peramiho	"	150	1	1,783	13,344		
Liuli	U.M.C.A.	36	1 (b)	281	1,692		
Masasi	"	54	2	505	6,684		
Lulindi	"	60	1	1,322	7,032		
NORTHERN							
Machame	Lutheran	54	1	1,253	5,237	(c) Figures include patients at 13 other medical stations	
Ndareda	Pallotine Fathers	55	1	1,362	4,981		
TANGA							
Kidileko	U.M.C.A.	80	1	2,988 (c)	24,292 (c)		
Magila	"	50	1	—	—		
Bumbuli	Lutheran	164	3	3,924	5,970		
Gonja	"	13	1	540	5,006		
CENTRAL							
Kiomboi	Augustana Lutheran	70	1	1,524	20,998		
Mvumi	C.M.S.	80	2	2,779	10,618		
SOUTHERN HIGHLANDS							
Hembula	Swedish Evangelical Society	16 (d)	1	1,428	11,137	(d) Plus Hostel accommodation. (e) Licensed practitioners.	
Tosamaganga	Consolata Fathers	40	1 (e)	Not available	Not available		

LAKE PROVINCE						
Nkoina Ndoto	.....	Africa Inland Mission	108	2	1,192	21,232
Ndoiage	.....	Church of Sweden Mission	77	2	1,450	7,300
Shirati	.....	Mennonite	39	1	891	11,400
Nyarero	.....	"	18	1	452	16,989
Sumve	.....	White Fathers	120	1	810	7,740
Kagunguli	.....	"	32	1	383	3,323
WESTERN PROVINCE						
Sikonge	.....	Moravian	95	1	936	5,131
Manyov	.....	Seventh Day Adventist	(f)	1	138	3,793
Kabanga	.....	White Fathers	20	1	135	2,284

(f) Hospital under construction.

(a) In some cases particulars of new cases are not available and the figures given show total out-patient attendances.

C. (2) (b) Medical Mission Centres with twenty beds or more with no resident Medical Practitioner

<i>Medical Centre</i>	<i>Mission</i>	<i>Beds</i>	<i>In-Patients</i>	<i>Out-Patients New Cases (a)</i>	<i>Remarks</i>
EASTERN MEDICAL REGION					
<i>Eastern Province</i>					
Sof	Capuchin	32	1,317	18,222	
SOUTHERN PROVINCE					
Kigonsera	Benedictine	41	1,194	6,432	
Litembo	"	105	2,192	9,158	
Lituhi	"	37	554	4,363	
Lugarawa	"	50	849	6,441	
Lundu	"	24	372	3,987	
Lapaso	"	20	292	3,846	
Mahanje	"	67	1,731	6,096	
Mahgo	"	101	1,369	17,210	
Matumira	"	29	745	7,700	
Mpitimbi	"	32	506	7,137	
Nangombo	"	56	912	4,923	
Nanyamba	"	25	308	2,373	
Nyangao	"	50	1,114	3,999	
Luatala	Universities Mission to Central Africa	33	1,105	9,312	
Lukwika	"	40	794	1,636	
Mindu	"	25	488	2,741	
Newala	"	80	1,365	9,694	
NORTHERN MEDICAL REGION					
<i>Northern Province</i>					
Marangu	Lutheran	33	1,080	19,860	
Masama	"	26	324	4,741	
Kibosho	Holy Ghost Fathers	40	555	14,965	
Kilima	"	42	648	18,186	
Rombo	"	34	983	17,364	
Uru	"	20	266	9,238	

<i>Tonga Province</i>	Universities Mission to Central Africa	50	Not available	Not available
<i>Korogwe</i>	"	36	(b)	(b)
<i>Kwa Mkono</i>				
Lutindi, Mental Hospital	Augustana Lutheran	125	40 (c)	—
CENTRAL MEDICAL REGION				
<i>Central Province</i>				
<i>Iambi</i>	Augustana Lutheran	50	1,752	6,000
<i>Isanzu</i>	"	20	456	975
<i>Wembere</i>	"	30	1,353	1,230
<i>Kilimatinde</i>	Church Missionary Society	40	1,441	9,079
<i>Kongwa</i>	"	25	482	4,636
<i>Southern Highlands Province</i>				
<i>Luilo</i>	Benedictine	127	1,615	11,923
<i>Manda</i>	Universities Mission to Central Africa	50	204	1,678
<i>Mbozi</i>	Moravian	20	58	1,624
<i>Uwemba</i>	Benedictine	45	486	11,636
WESTERN MEDICAL REGION				
<i>Lake Province</i>				
<i>Kagondo</i>	White Fathers	115	1,057	7,543
<i>Kashozi</i>	"	28	460	6,400
<i>Murgwanza</i>	Church Missionary Society	30	847	11,013
<i>Western Province</i>				
<i>Kitunda</i>	Moravian	36	201	3,067
<i>Usoke</i>	"	66	860	3,799
<i>Kakonko</i>	White Fathers	28	238	22,452
<i>Uji</i>	"	38	290	5,805

(a) In some cases particulars of new cases are not available, and the figures given show total out-patient attendances.

(b) included in figures given for Kideleko and Magila Hospitals.
(c) New admissions only. The majority of patients are chronic cases.

D. Table showing number of Medical Attendants and Patients Treated at Government Native Authority and Mission Rural Medical Centres and Clinics, 1951

(a) Rural Medical Centres

Government

Number of Rural Medical Centres (General)	10
Medical Attendants	10
Patients (New Cases—First Out-patient Attendance)	105,716
Number of Rural Medical Centres (Sleeping Sickness)	11
Medical Attendants	13
Patients (New Cases—First Out-patient Attendance)	65,361
(Includes patients receiving treatment for diseases other than Trypanosomiasis)	

Native Authority

Number of Rural Medical Centres	414
Medical Attendants—	
Rural Medical Aids, Grade II	132
Rural Medical Aids, Grade III	313
Patients (New Cases—First Out-patient Attendance)	
(Returns for 9 dispensaries not yet received)	1,854,835

Mission

Number of Rural Medical Centres	101
Medical Attendants	(not available)
Patients (Attendance at Out-patients Centres)	747,314

(b) Maternity and Child Welfare Clinics

Government

Number of Clinics	14
Staff (Including Part-time Staff)	66
In-patient Deliveries	4,413
Ante-natal Cases	10,554
Child Health Cases (Returns for 3 clinics not yet received)	7,333

Native Authority

Number of Clinics	31
Staff	(not available)
In-patient Deliveries (Return for 1 clinic not yet received)	5,284
Ante-natal Cases (A few clinics included child health cases)	15,312
Child Health Cases (Returns for 2 clinics not yet received)	1,471

Mission

Number of Clinics	59
Staff (Including Part-time Staff)	151
In-patient Deliveries	9,338
Ante-natal Cases (A few clinics included child health cases)	22,371
Child Health Cases	16,355

E. Table showing the number and nationality of Medical Practitioners resident in Tanganyika and engaged in Missionary Medical Work

American	9
British—United Kingdom	11
Australian	2
Canadian	1
Danish	2
German	4
Dutch	1
Italian	2
Norwegian	1
Swiss	1
	<u>34</u>

(F) Table showing Missionary Societies engaged in Medical Work in Tanganyika and the Amount of Government Grants-in-Aid in 1951

	Grants for Medical Work	Grants to Training Centres	Total
Africa Inland Mission	£ 1,800	£ —	£ 1,800
Benedictine Missions	6,965	500	7,465
Capuchin Mission	1,395	—	1,395
Church Missionary Society	4,885	1,040	5,925
Consolata Fathers	—	—	—
Holy Ghost Fathers	—	—	—
Lutheran Missions	11,445	270	11,715
Mennonite Mission	1,260	—	1,260
Moravian Mission	2,093	—	2,093
Passionist Fathers	—	—	—
Pallotine Fathers	1,125	—	1,125
Seventh Day Adventist Mission	675	—	675
Universities Mission to Central Africa	17,193	1,150	18,343
White Fathers Mission	2,730	250	2,980
Totals	£51,566	£3,210	£54,776

APPENDIX XVIII

HOUSING

(A) Number of Dwellings in Townships and Number of Persons per Living Room

<i>Approximate number of dwellings (in hundreds)</i>	<i>Estimated average number of persons per living room</i>
365	2-3

Note : The above figures include all types of houses. There is a shortage of houses in all urban areas, particularly in the coastal towns of Dar es Salaam and Tanga. In both these towns there is always a fluid element in the population—visitors, passengers in transit and persons seeking employment—and the position in regard to housing accommodation fluctuates.

(B) Approximate number of Dwellings commenced and completed during the year in Townships

<i>Commenced</i>	<i>Completed</i>
2,500	1,850

APPENDIX XIX

PENAL ORGANIZATION

(A) Total number of persons committed to each prison for penal imprisonment, according to sex and ethnic group, average number of inmates, number of cells and wards, and the number of cubic feet of space allotted to each prisoner during hours of sleep.

(i) Prisons :

PRISON	Total Number committed for penal imprisonment			Ethnic Group				Average number of Inmates	Number of Cells	Number of Wards	Cubic capacity during hours of sleep for each prisoner
	Males	Females	Juveniles	Europeans	Asians	Africans					
						Tanganyika	Others				
Dodoma	789	18	2	—	4	783	22	752.2	—	45	266
Singida	652	41	—	—	7	685	1	119.0	—	13	280
Kondoa	225	8	—	—	2	224	7	12.4	2	3	300
Kongwa	167	2	—	—	3	152	14	18.9	14	4	300
Hogoro	—	—	—	—	—	—	—	78.1	—	21	300
Masani	1,723	—	—	2	35	1,596	90	672.7	—	48	300
Mafia	93	3	—	—	1	95	—	22.8	—	4	300
Bagamoyo	—	—	—	—	—	—	—	8.4	15	—	300
Utete	161	—	—	—	—	161	—	20.1	1	3	300
Morogoro	431	3	—	—	4	406	24	64.2	36	5	300
Kingolwira	—	—	—	—	—	—	—	1,096.6	6	72	275
Kilosa	316	1	—	—	6	286	25	54.6	6	—	300
Mahenge	86	7	—	—	—	91	2	22.8	1	6	300
Iringa	418	24	—	2	3	435	2	100.7	1	9	218
Njombe	113	13	—	—	—	124	2	22.8	5	—	300
Tukuyu	99	3	—	—	—	100	2	89.7	6	6	300
Mbeya	327	5	—	2	2	324	4	147.0	—	10	300
Mwanza	661	23	—	1	14	620	49	300.1	4	28	288
Musoma	243	4	—	—	—	219	28	184.0	2	12	253
Tarime	267	5	—	—	—	212	60	66.7	—	4	300
Maswa	149	—	—	—	1	148	—	24.8	—	3	300

(i) Prisons: continued

PRISON	Total Number committed for penal imprisonment			Ethnic Group				Average number of Inmates	Number of Cells	Number of Wards	Cubic capacity during hours of sleep of each prisoner
				Europ- eans	Asians	Africans					
	Males	Females	Juveniles			Tanganyika	Others				
Shinyanga	453	16	—	—	2	454	13	85.1	6	4	300
Ngudu	85	—	—	—	—	82	3	22.5	2	4	293
Bukoba	340	5	—	1	2	322	20	271.3	15	17	300
Biharamulo	52	1	—	—	—	53	—	11.9	5	—	300
Ngara	27	1	—	—	2	23	3	5.9	2	1	300
Lindi	542	2	—	—	4	500	40	136.8	—	20	300
Mikindani	312	8	—	—	2	279	39	45.9	7	—	300
Masasi	126	3	—	—	—	129	—	24.5	2	—	300
Newala	140	—	—	—	—	138	2	16.6	—	4	300
Tunduru	50	1	—	—	—	51	—	14.5	2	2	300
Kilwa	68	1	—	—	1	67	1	14.0	7	4	300
Songea	98	1	—	—	2	93	4	32.1	3	3	300
Arusha	1,031	38	—	2	18	969	80	119.4	—	15	300
Mbulu	287	6	—	—	4	283	6	57.7	10	4	300
Loliondo	26	—	—	—	—	22	4	13.3	—	2	300
Moshi	896	13	—	2	7	747	153	569.7	—	44	300
Tanga	649	4	—	—	27	549	77	562.9	12	44	300
Pangani	117	1	—	—	—	117	1	27.5	5	2	300
Lushoto	76	—	—	—	—	73	3	28.6	—	5	300
Korogwe	226	—	—	—	1	221	4	13.1	—	5	300
Tabara	646	11	—	—	10	613	34	641.5	6	37	300
Kahama	123	4	—	—	3	124	—	28.3	4	3	300
Nzega	268	8	—	—	—	276	—	40.5	—	4	300
Kigoma	281	—	—	—	1	269	11	79.1	8	10	300
Kasulu	146	2	—	—	1	144	3	29.3	—	6	300
Sumbawanga	37	1	—	—	—	38	—	8.5	—	5	300
Kibondo	70	5	—	—	—	75	—	15.5	—	3	300
Total	14,092	292	2	12	169	13,372	833	6,794.6			

(ii) *Approved School:*

Number of persons admitted 1951	85 (Males)
		<hr/>

ETHNIC GROUP

Africans: Tanganyika	77
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Others	8
		<hr/>

	85
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Daily average number of inmates during 1951	168.4
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Number of dormitories	14
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Cubic feet of space allotted to each inmate during hours of sleep	300
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B. Dietary Scale for Prisoners

Note: There are three scales of diet laid down for prisoners and the Prison Rules, 1933, prescribe that every prisoner shall receive the diet specified in the scale which is suitable to his mode of life when at large.

Scale I

	Ozs.		Ozs.
Wheaten, maize or oat meal (a)	3	Butter (g)	2
Sugar (b)	2	Milk (unskimmed)	15
Bread (c)	16	Tea (h)	$\frac{1}{4}$
Vegetables, pulses and fruits (d)	2	Salt	$\frac{1}{2}$
Potatoes (e)	8	Spices (pepper, mustard)	.02
Meat, fresh without bones (f)	6		

Penal Diet : 1 lb. wholemeal bread
and water *ad libitum*.

Notes:

- (a) Meal : Maize, eleusine (*ulesi*) or Kenya oatmeal or a mixture of these.
- (b) Sugar : $1\frac{1}{2}$ oz. jam, marmalade or treacle, or 1 oz. of honey may be substituted for 1 oz. of sugar.
- (c) Flour or Bread : Part of each may be drawn. 12 ozs. flour equivalent to 16 ozs. bread. Wholemeal as far as possible.
- (d) Vegetables : Pulses may be substituted for part of the vegetable ration, but at least half the vegetable ration to consist of carotene containing vegetables or fruits, for example, carrots, cabbage, spinaches or green leaves, tomatoes, bananas, mangoes, pawpaw, oranges in season and lemons or lime as ordered by the medical officer. Normally half this ration may be fruit. 20 per cent. waste has been allowed for inedible portions ; where waste greatly exceeds this allowance increase in gross weights is made.
- (e) Potatoes : May be sweet or ordinary. Ordinary preferred unless wholemeal bread is given under (a).
- (f) Meat : To contain 6 ozs. boneless meat 2 ozs. fish may be substituted for 1 oz. meat. Cheese may be substituted at the rate of 4 ozs. of cheese for 6 ozs. meat.
- (g) Butter : May be replaced by whole or part ghee, or palm oil at the medical officer's discretion.
- (h) Tea : Coffee beans 4 ozs. may be substituted for each 1 oz. of tea. Condiments other than those named may be substituted.

Scale II

	Oz.		Oz.
Bread (a)	8	Potatoes	4
Rice (b) or wheaten flour	14	Vegetables	4
Sugar	1	Fruit	4
Milk	5	Onions	$\frac{1}{2}$
Ghee	1	Curry powder or Spices	$\frac{1}{4}$
Vegetable Oil (c)	1	Salt	$\frac{1}{2}$
Dhall	2	Calcium (f)	0.1
On Tuesday, Thursday and Saturday		Tea	$\frac{1}{4}$
4 ozs. of fresh meat (beef, mutton or goat) shall be issued in lieu of dhall to those prisoners who eat meat (d).			

Penal diet : 12 ozs. rice and water *ad libitum*.

Notes :

- Bread may be replaced in part by flour. 12 ozs. flour equivalent to 16 ozs bread. Wholemeal as far as possible.
- Rice should be unpolished.
- Simsim, groundnut or coconut oil. 2 ozs. groundnuts or half a coconut equivalent to 1 oz. of oil.
- 4 ozs. salt fish or 8 ozs. fresh fish may be substituted for 4 ozs. meat. 2 ozs. cheese may be substituted for 4 ozs. meat.
- Vegetables to consist of either cabbages, spinach, green leaves, tomatoes, parsnips, carrots, brinjals, turnips or other fresh vegetables approved by the Commissioner of Prisons on the recommendation of the Director of Medical Services, cooked for not more than forty minutes and not allowed to remain hot for more than one hour before consumption.
- Calcium may be provided in the form of calcined bone or in the case of Hindus as a medicinal preparation of calcium and may be added to dough or curry.

Scale III

For Remand prisoners see note (a)

	Oz.		Oz.
Maize (b) (c)	22	Meat without bone (f)	8
Beans	4	per week in lieu of 2 ozs. of the beans.	
Palm Oil or ghee (d)	$\frac{1}{2}$	Salt	$\frac{1}{4}$
Green vegetables (e)	4		
Groundnuts	2		
Sweet potatoes or fruit (e)	4	Penal diet : 12 ozs. maize daily and water <i>ad libitum</i> .	

Notes :

- Remand prisoners who do not elect to do domestic labour inside the prison will receive only three-quarters of the allowance above.

- (b) Maize may be whole maize or meal. If meal is machine-ground it must be freshly prepared.
- (c) Millet should be issued in place of maize on two days in the week.
- (d) Palm oil is preferred.
- (e) Vegetables and fruits : Green vegetables include carrots and cabbage, native spinach, baobab leaves, leaves of cassava, beans and sweet potatoes. Fruit includes tomatoes, oranges, pawpaw, mangoes and bananas. Failing green vegetables or fruit half the bean ration must consist of germinated beans.
- (f) Meat : 8 ozs. without bone (bone to be allowed for at the rate of one-quarter of the gross weight) may be replaced by 6 ozs. dried fish or 12 ozs. fresh fish or 3 ozs. dried sprats (dagaa). The meat may be issued in quantities of 4 ozs. twice weekly.

C. Summary of certain details in respect of African Education for the years 1938, 1950 and 1951.

SCHOOLS	Government and Native Authority			Voluntary Agencies, Estates, etc.			TOTALS		
	1938	1950	1951	1938	1950	1951	1938	1950	1951
Primary	95	354	388	889(a)	1,024	1,079	984	1,378	1,467
Middle	—	—	20	—	—	57	—	—	77(b)
Secondary	5	10	11	13	17	17	18	27	28
Teacher Training	1	14	6	19	41	29	20	55	35(b)
Industrial and Vocational	1	7	8	1	18	14(c)	2	25	22
TOTALS	102	385	433	922	1,100	1,196	1,024	1,485	1,629
PUPILS									
Primary	10,225	44,591	50,822	74,793	132,050	149,229	85,018	176,641	200,051
Middle	—	—	1,720	—	—	4,218	—	—	5,938(b)
Secondary	38	1,186	1,360	82	1,219	1,365	120	2,405	2,725
Teacher Training	97	771	273	981	2,339	871	1,078	3,110	1,144(b)
Industrial and Vocational	204	262	535	452	524	556	656	786	1,091
Higher Education	14	49	67	—	7	4	14	56	71
TOTALS	10,578	46,859	54,777	76,308	136,139	156,243	86,886	182,998	211,020

Notes : (a) Includes number of former German mission schools closed after outbreak of war.

(b) Previously shown under one heading.

(c) Concentration of centres.

The above tables do not include :—

(i) Departmental vocational training schools—agriculture, forestry, medical, printing, railway administration and veterinary.

(ii) Unregistered (bush) schools.

APPENDIX XX

EDUCATION—1951

A. Table showing number of schools, enrolment of pupils, average daily attendance and number of teachers

	NUMBER OF SCHOOLS										NUMBER OF PUPILS										DAILY ATTENDANCE OF CHILDREN										NUMBER OF TEACHERS														
	GOVT. AND N/A.			VOLUNTARY AGENCY						Others	Grand Total	GOVT. AND N/A.			VOLUNTARY AGENCY						GRAND TOTAL			GOVT. AND N/A.			VOLUNTARY AGENCY						GOVT. AND N/A.			VOLUNTARY AGENCY						GRAND TOTAL			
				Aided			Unaided								Aided			Unaided									Aided			Unaided						Aided			Unaided						
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female						
Primary I-IV V-VI:																																													
African	388(a)	(b)	5	972(c)	(b)	27	101(c)	(b)	(b)	6(d)	1,467	50,822(o)	41,740(o)	9,072	140,163(o)	96,890	43,273	9,066	6,268	2,798	200,051	144,908	55,143	44,516	36,813	7,703	115,746	79,535	36,211	7,323	5,159	2,164	1,124	1,012	112	2,825	2,386	439	121	112	9	4,070(v)	3,510	560	
Asian	2	(b)	(b)	78	(b)	4	2	(b)	(b)	—	(h)82	1,914	1,413	501	8,889	4,277	4,612	32	24	8	10,835	5,714	5,121	1,756	1,305	451	8,075	3,874	4,201	29	23	6	51	40	11	334	204	130	2	2	—	387(w)	246	141	
Other Non-Native	—	—	—	3(f)	(b)	(b)	—	—	—	—	3	—	—	—	539	267	272	—	—	—	539	267	272	—	—	—	508	252	256	—	—	—	—	—	—	31	—	31	—	—	—	31(x)	—	31	
European	7	(g)	(g)	11	(g)	(g)	3	(g)	(g)	1(d)	(h)22	973(p)	509	464	504	248	256	71	44	27	1,548	801	747	889	458	431	460	225	235	69	43	26	48	10	38	31	6	25	7	3	4	86	19	67	
Middle V-VIII:																																													
African	20	17	3	52	23	29	5	(b)	1	—	(h)77	1,720	1,406	314	3,890	1,955	1,935	328	249	79	5,938	3,610	2,328	1,636	1,327	309	3,616	1,795	1,821	305	230	75	80	63	17	206	97	109	29	22	7	315(y)	182	133	
Secondary VII-XII:																																													
African	11	9	2	17	15	2	—	—	—	—	(i)28	1,360	1,253	107	1,365	1,331	34	—	—	—	2,725	2,584	141	1,328	1,224	104	1,329	1,295	34	—	—	—	92	72	20	112	93	19	—	—	—	204(z)	165	39	
Asian	2	(b)	(b)	5	(b)	1	—	—	—	—	(j)7	1,123(q)	889	234	1,665(q)	999	666	—	—	—	2,788	1,888	900	1,113	887	226	1,539	949	590	—	—	—	42	42	—	60	43	17	—	—	—	102(aa)	85	17	
Other Non-Native	—	—	—	1	(b)	(b)	—	—	—	—	1	—	—	—	188	97	91	—	—	—	188	97	91	—	—	—	183	95	88	—	—	—	—	—	—	7	3	4	—	—	—	7(bb)	3	4	
European	1	(g)	(g)	1(k)	(g)	(g)	—	—	—	—	2	78(r)	44	34	24(r)	12	12	5	3	2	107	59	48	59	31	28	23	12	11	5	3	2	6	3	3	7	—	7	—	—	—	13	3	10	
Teacher Training:																																													
African	6	3	3	27	16	11	2	2	—	—	(i)35	273	244	29	827	721	106	44	44	—	1,144	1,009	135	270	241	29	768	664	104	41	41	—	27	21	6	122	88	34	(cc)	(cc)	(cc)	149(dd)	109	40	
Industrial and Vocational:																																													
African	8	7	1	6	4	2	8	7	1	—	(m)22	535	527	8	269	185	84	287	249	38	1,091	961	130	505	497	8	263	181	82	273	237	36	87	85	2	20	12	8	4(ee)	2	2	111(ff)	99	12	
Asian	—	—	—	1	(g)	(g)	—	—	—	—	(n)1	—	—	—	83	24	59	—	—	—	83	24	59	—	—	—	80	23	57	—	—	—	—	—	—	—	—	—	—	—	—	—	7	4	3
Other Non-Native	—	—	—	—	—	—	—	—	—	—	—	—	—	—	12	—	12(s)	—	—	—	12	—	12	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1(bb)	—	1
Higher Education:																																													
African	—	—	—	—	—	—	—	—	—	—	—	67	67	—	—	—	—	4	4	—	71(t)	71	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Asian	—	—	—	—	—	—	—	—	—	—	—	21	17	4	—	—	—	—	—	—	21(u)	17	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Other Non-Native	—	—	—	—	—	—	—	—	—	—	—	2	1	1	—	—	—	—	—	—	2(u)	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
European	—	—	—	—	—	—	—	—	—	—	—	4	1	3	—	—	—	—	—	—	4(u)	1	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—

- Notes: (a) Includes 356 Native Authority Schools.
 (b) Mainly Co-educational.
 (c) Includes O.F.C. Schools.
 (d) Estate and Mine Schools: enrolment included in figure for Unaided Schools.
 (e) Nursery Schools for children under five years of age not included.
 (f) Two Goan Schools, one of which (St. Joseph's Convent) ranks as a Primary and Secondary School for Asian and European education, and one school for children of mixed parentage at Kivungilo.
 (g) Co-educational.
 (h) Includes 23 boys' (7 Government and 16 Voluntary Agency) and 21 girls' (3 Government and 18 Voluntary Agency) full Middle Schools with Standards V-VIII. Remainder are part Middle Schools V-VI and pre-teacher-training Standards VII-VIII.
 (i) Includes three full Secondary Schools Standards VII-XII (one Government and two Voluntary Agency) and Secondary sections attached to girls' schools.
 (j) Full Secondary Schools VII-XII only and includes St. Joseph's Convent. In addition several primary schools have some secondary standards ranging from VII to X.

- (k) European section of St. Joseph's Convent.
 (l) Four Grade I centres (two Government, one boys' and one girls' and two Voluntary Agency for boys). Girls' teacher-training centres have also been included in the number of girls' Middle Schools. Remainder are Grade II centres.
 (m) Includes Government Trade School, Ifunda, and industrial centres attached mainly to Secondary Schools; includes one clerical course.
 (n) Commercial and Vocational evening classes only.
 (o) Includes pupils in pre-secondary Standards V and VI.
 (p) Includes 24 extra-territorial pupils in Correspondence Course but excludes Tanganyika pupils attending schools in Kenya.
 (q) Includes pupils in Secondary Standards attached to Primary Schools.
 (r) Includes pupils studying beyond the primary course in Primary Schools.
 (s) Domestic science at Kivungilo.
 (t) Includes 49 students at Makerere; others studying abroad.
 (u) Higher education outside the Territory; there are other students studying privately.
 (v) Includes 15 Europeans.

- (w) Approximately 100 teachers included in this figure also teach in Secondary Standards.
 (x) Includes 15 Europeans.
 (y) Includes 86 Europeans.
 (z) Includes 75 Europeans.
 (aa) Includes 5 Europeans; see also note (w).
 (bb) Europeans.
 (cc) Staff included in Middle School section.
 (dd) Includes 66 Europeans.
 (ee) Approximate only.
 (ff) Includes 36 Europeans.

N.B.—Complete and accurate returns have not been received in respect of unaided schools and figures for enrolment and staff should be considered as approximate only.

APPENDIX XX: EDUCATION

B. Enrolment in all Government, Native Authority and Voluntary Agency Schools as at 1st November, 1951

AGENCY	PRIMARY SCHOOLS																					
	Number of Primary Schools				STD. I		STD. II		STD. III		STD. IV		TOTAL I-IV		STD. V		STD. VI		TOTAL V-VI		GRAND TOTAL I-VI	
	I-IV	I-VI	V-VI	Total	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Government	22	10	—	32	1,680	730	1,298	397	1,029	237	885	141	4,892	1,505	329	41	283	21	612	62	5,504	1,567
Native Authority	315	37	4	356	13,396	4,237	8,548	1,765	6,071	871	4,943	494	32,958	7,367	1,435	38	1,249	18	2,684	56	35,642	7,423
Voluntary Agency Aided	825	137	8	970	29,334	7,736	23,508	11,821	19,723	7,839	16,459	5,156	89,024	42,552	4,022	508	3,303	183	7,325	691	96,349	43,243
O.F.C. Aided	2	—	—	2	28	17	27	9	15	3	12	1	82	30	—	—	—	—	—	—	82	30
TOTAL	1,164	184	12	1,360	44,438	22,720	33,381	13,992	26,838	8,950	22,299	5,792	26,956	51,454	5,786	587	4,835	222	10,621	809	137,577	52,263
Voluntary Agency Unaided	95	5	—	100	2,883	1,601	1,576	670	839	309	458	89	5,756	2,669	147	15	40	—	187	15	5,943	2,684
O.F.C. Unaided	1	—	—	1	5	3	3	1	—	1	—	—	8	5	—	—	—	—	—	—	8	5
Estates and Mines Unaided	6	—	—	6	206	80	52	23	45	6	14	—	317	109	—	—	—	—	—	—	317	109
GRAND TOTAL	1,266	189	12	1,467	47,532	24,404	35,012	14,686	27,722	9,266	22,771	5,881	133,037	54,237	5,933	602	4,875	222	10,808	824	143,845	55,061

Note.—In addition 164 schools were registered at the end of 1951 preparatory to opening in 1952, and 11 schools were temporarily closed. The registration of 34 schools is being cancelled.

AGENCY	MIDDLE STANDARDS V-VIII AND TEACHER TRAINING GRADE II AND GRADE I																															
	No. of Schools		STD. V		STD. VI		TOTAL V-VI		STD. VII		STD. VIII		TOTAL VII-VIII		TOTAL V-VIII		No. of Centres		1st Year		2nd Year		Total Grade II		1st Year		2nd Year		Total Grade I		Grand Total	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Government and Native Authority	17	3	435	129	378	79	813	208	346	70	247	36	593	106	1,406	314	3	3	98	9	109	11	207	20	27	9	10	—	37	9	244	29
Voluntary Agency Aided	23	29	546	773	359	549	923	1,322	597	352	435	261	1,032	613	1,955	1,935	16	11	290	82	339	24	629	106	51	—	41	—	92	—	721	106
Voluntary Agency Unaided	4	1	40	41	32	27	72	68	106	8	71	3	177	11	249	79	2	—	19	—	18	—	37	—	4	—	3	—	7	—	44	—
Total Middle and T. Training	44	33	1,039	943	769	655	1,808	1,598	1,049	430	753	300	1,802	730	3,610	2,328	21	14	407	91	466	35	873	126	82	9	54	—	136	9	1,009	135

AGENCY	SECONDARY, INDUSTRIAL AND VOCATIONAL																																			
	No. of Schools		Pre-Secondary Standards						STD. VII		STD. VIII		STD. IX		STD. X		STD. XI		STD. XII		TOTAL VII-XII		No. of Centres		1st Year		2nd Year		3rd Year		4th Year		5th Year		Total	
			V		VI		Total		Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls																
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls													Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls				
Government	9	2	300	38	304	44	604	82	421	37	320	23	219	17	202	23	51	7	40	—	1,253	107	7	1	350	8	55	—	48	—	49	—	25	—	527	8
Voluntary Agency Aided	15	2	160	—	299	—	459	—	416	10	360	8	270	12	217	4	42	—	26	—	1,331	34	4	2	70	35	34	28	34	21	31	—	16	—	185	84
Voluntary Agency Unaided	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	7	1	117	20	85	18	27	—	14	—	6	—	249	38
Total Secondary, Industrial and Vocational	24	4	460	38	603	44	1,063	82	837	47	680	31	489	29	419	27	93	7	66	—	2,584	141	18	4	537	63	174	46	109	21	94	—	47	—	961	130

D. Tables showing Analysis of the Education Budget Total Provision for Education in Territorial Estimates 1951 (Including Development Estimates)

(a) General (excluding supplementary provision)

	General Education	Higher Education in East Africa	Capital		TOTAL
			Grants-in-aid for building	Special Development Expenditure	
	£	£	£	£	£
African	735,543	38,000	25,250	181,600	979,393
Asian	160,580	—	406,130	—	566,710
European	207,009	—	152,040	—	359,049
Other Non-Native	6,531	—	28,000	—	34,531
	£1,107,663	£38,000	£612,420	£181,600	£1,939,683

(b) Analysis of Government Expenditure on Government and Native Authority Schools.

	General Education	Higher Education in East Africa	Capital		TOTAL
			Grants-in-aid for building	Special Development Expenditure	
	£	£	£	£	£
African	426,695	38,000	7,175	181,600	653,470
Asian	80,580	—	173,000	—	253,580
European	199,271	—	130,000	—	329,271
Other Non-Native	2,571	—	—	—	2,571
	£709,117	£38,000	£310,175	£181,600	£1,238,892

(c) Grants-in-aid to Voluntary agencies.

	General Education	Capital grants-in-aid for buildings, etc.	TOTAL
	£	£	£
African	306,848	19,075	325,923
Asian	80,000	233,130	313,130
European	7,738	22,040	29,778
Other Non-Native	3,960	28,000	31,960
	£398,546	£302,245	£700,791

- Notes : (i) The above tables do not include particulars in respect of Government departmental vocational training schools for which provision is made in the respective departmental estimates.
- (ii) No special funds are allocated for educational publications. The vernacular papers "Mambo Leo" and "Habari za Leo" and Government educational and other publications are printed by the Government Press, which has its own separate estimates of expenditure.
- (iii) An annual subvention is made to the King George V Memorial Museum, Dar es Salaam. The figure for 1951 was estimated at £2,500.
- (iv) £3,300 was voted in subvention to the Boy Scouts and Girl Guides Associations in 1951.

(E) Table showing Voluntary Agencies engaged in Educational Work and the Amount of Government Grants-in-Aid Paid

	Grants-in-aid		Total
	Recurrent	Capital	
<i>Roman Catholic :</i>	£	£	£
White Fathers	47,974	4,290	52,264
Benedictine Fathers	34,023	1,650	35,673
Holy Ghost Fathers	34,776	3,040	37,816
Rosminian Fathers	918	80	998
Passionist Fathers	2,559	320	2,879
Pallotine Fathers	1,425	80	1,505
Capuchin Fathers	14,999	—	14,999
Consolata Fathers	6,491	—	6,491
Pugu Secondary School	1,089	—*	1,089
<i>Church of England :</i>			
Church Missionary Society	9,601	920	10,521
Universities Mission to Central Africa	69,901	1,225	71,126
<i>Lutheran :</i>			
Lutheran Church of Northern Tanganyika	26,684	3,880	30,564
American (Augustana) Lutheran	8,536	560	9,096
Norwegian Lutheran	188	—	188
<i>Moravian :</i>			
Moravian Mission	7,475	320	7,795
<i>Swedish :</i>			
Swedish Evangelical and Evangelical Lutheran Church	1,497	320	1,817
Swedish Free Mission	435	—	435
Church of Sweden	7,422	200	7,622
<i>Muslim :</i>			
Muslim Associations and Agencies	2,485	160	2,645
<i>Church Missionary Society and Moravian Mission :</i>			
Alliance Board of Governors	4,519	—	4,519
<i>Others :</i>			
Mennonite Mission	778	160	938
Africa Inland Mission	774	—	774
Bahaya Union	285	—	285
Overseas Food Corporation	280	80	360
Elim Mission	72	—	72
Makete Leprosarium	105	—	105
Seventh Day Adventists	—	—	—
	285,291	17,285	302,576
Education Secretaries-General, Roman Catholic and Non-Roman Catholic	1,200	—	1,200
Actual Expenditure	£286,491	£17,285	£303,776
Estimated Expenditure	£306,848	£19,075	£325,923

* Note: Additional provision of £4,700 made to 1951 Estimates.

(F) Table showing Number, Nationality and Denomination of European Missionaries engaged in Educational Work in the Territory

Nationality	Roman Catholic	Church of England	Moravian	Lutheran	Seventh Day Adventist	Mennonite	Swedish	Africa Inland Mission	Alliance Board of Governors	TOTAL
British :										
United Kingdom	21	54	—	2	2	—	—	—	—	79
Australia	—	6	—	—	—	—	—	—	6	12
Canada	22	—	—	—	—	—	—	—	—	22
New Zealand	—	—	—	—	—	—	—	—	2	2
Dutch	59	—	—	—	—	—	—	—	—	59
French	13	—	—	—	—	—	—	—	—	13
German	49	—	—	6	—	—	—	—	—	55
Irish	17	—	—	—	—	—	—	—	—	17
Italian	23	—	—	—	—	—	—	—	—	23
Swedish	—	—	—	2	—	—	13	—	—	15
Swiss	21	—	1	—	—	—	—	—	—	22
American	27	—	—	10	3	2	1	9	—	52
Finnish	—	—	—	3	—	—	1	—	—	4
South African	—	—	—	—	3	—	—	—	—	3
Danish	1	—	2	—	—	—	1	—	—	4
Belgian	1	—	—	—	—	—	—	—	—	1
Others	1	—	—	—	—	—	—	—	—	1
TOTAL	255	60	3	23	8	2	16	9	8	384

APPENDIX XXI

List of International Conventions, Treaties, etc., applied to Tanganyika under United Kingdom Trusteeship

THE FOLLOWING International Conventions apply or have been applied to the Territory:

<i>Convention</i>	<i>Date of Application</i>
Disposal of Real and Personal Property, 1899	1947
White Slave Traffic, Suppression of, 1904 and 1910	1931
Public Health, Creation of International Office of, 1907	1929
Opium, 1912	1924
Revision at St. Germain-en-Laye in 1919 of the General Act of Berlin, 1885, and the General Act and Declaration of Brussels, 1890	1920
Liquor Traffic in Africa (at St. Germain-en-Laye), 1919	1920
Navigable Waterways of International Concern, 1921	1922 (Effective)
States having no Sea Coast, Right to Flag of, 1921	1922
Transit, Freedom of, 1921	1922 (Effective)
Traffic in Women and Children, Suppression of, 1921	1931
Customs Formalities, Simplification of, 1923	1924
Railways, International Regime, 1923	1925
Maritime Ports, International Regime, 1923	1925
Electric Power, Transmission in Transit of, 1923	1925
Hydraulic Power affecting more than one State, Development of, 1923	1925
Arbitration Clauses in Commercial Contracts, 1923	1926
Obscene Publications, Suppression of the Circulation of, and the Traffic in, 1923	1926
Bills of Lading, Unification of Rules relating to, 1924	1931
Dangerous Drugs, 1925	1926 (Effective)
Asphyxiating Gases, Prevention of use of, 1925	1930
Sanitary Convention, 1926	1928
Slavery Convention, 1926	1927
Slavery, Suppression of, 1926	1927
Motor Vehicles, International Circulation of, 1926	1931
Foreign Arbitral Awards, Execution of, 1927	1931
International Disputes, Pacific Settlement of, 1928	1931
War as an Instrument of National Policy, Renunciation of, 1928	1929
Literary and Artistic Works, Protection of, 1928	1931
Wounded and Sick in Armies in the Field, Amelioration of, 1929	1931
Prisoners of War, Treatment of, 1929	1931
Narcotic Drugs, Limiting the Manufacture and regulating the Distribution of, 1931	1936

<i>Convention</i>	<i>Date of Application</i>
Whaling, Regulation of, 1931	1937
Telecommunications, 1932	1935
Sanitary Control of Aerial Navigation, 1933	1935
Fauna and Flora of Africa, Protection of, 1933	1936
Universal Postal Conventions, 1934	1935 (Effective)
Broadcasting in the Cause of Peace, 1936	1939
Sanitary Convention, 1944	1945
Civil Aviation, Interim Agreement on, 1944	1945
Air Service Transit Agreement (the Two Freedoms Agreement), 1944	1947
Convention on International Civil Aviation, 1944	1947
Prolongation of Sanitary Convention, 1944	1946
German-owned Patents, 1946	1947
Travel Documents for Refugees, 1946	1948
Industrial Property Rights affected by the Second World War, 1947	1947
World Meteorological Organisation, 1947	1948
Narcotic Drugs, Protocol to 1931 Convention, 1948	1948
Insured Letters and Boxes, 1947	1949
Universal Postal Convention, 1947	1949
Red Locust Convention, 1949	1949

The following International Conventions have been applied to the Territory subject to certain modifications:—

China, Principles and Policies in, 1922	1923
Chinese Customs Tariffs, 1922	1925
Industrial Property, 1925	1938
Economic Statistics, 1928	1930
Stamp Laws in connexion with Bills of Exchange and Promissory Notes, 1930	1938
Foreign Motor Cars, Taxation of, 1931	1938
Stamp Laws in connexion with Cheques, 1931	1938
Dangerous Drugs, Suppression of the Illicit Traffic in, 1936	1939
Universal Postal Union, 1939	1940
Insured Letters and Boxes, 1939	1940
Sanitary Convention for Aerial Navigation, 1944	1945
Food and Agriculture Organisation of the United Nations, Constitution of, 1945	1945
Telecommunications, 1945	1946
Reparations, 1946	1946
Basic Agreement for the Provision of Technical Assistance, 1951	1951

<i>Convention</i>	<i>Date of Application</i>
Provisional Application of the Draft International Customs Conventions on Touring, on Commercial Road Vehicles, and on Internal Transport of Goods by Road, 1949	1951
Exhibitions, 1928	1950
Protection of Industrial Property, 1934	1951

Labour Conventions (applied as far as practicable).

Unemployment, 1919	1921
Minimum Age (Industry), 1919	1921
Minimum Age (Sea), 1920	1921
Unemployment Indemnity (Shipwreck), 1920	1926
Right of Association (Agriculture), 1921	1923
Workmen's Compensation (Agriculture), 1921	1923
Minimum Age (Trimmers and Stokers), 1921	1926
Medical Examination of Young Persons (Sea), 1921	1926
Workmen's Compensation (Accidents), 1925	1950
Equality of Treatment (Accident Compensation), 1925	1926
Seamen's Articles of Agreement, 1926	1929
Sickness Insurance (Industry), 1927	1931
Sickness Insurance (Agriculture), 1927	1931
Minimum Wage-Fixing Machinery, 1928	1929
Forced Labour, 1930	1932
Protection against Accidents (Dockers) (Revised), 1932	1935
Old-Age Insurance (Industry, etc.), 1933	1937
Old-Age Insurance (Agriculture), 1933	1936
Invalidity Insurance (Industry, etc.), 1933	1936
Invalidity Insurance (Agriculture), 1933	1936
Survivors' Insurance (Industry, etc.), 1933	1946
Survivors' Insurance (Agriculture), 1933	1949
Workmen's Compensation (Occupational Diseases), 1934	1936
Sheet Glass Works, 1934	1938
Unemployment Provision, 1934	1936
Underground Work (Women), 1935	1937
Recruiting of Indigenous Workers, 1936	1939
Contrasts of Employment (Indigenous Workers), 1939	1948
Penal Sanctions (Indigenous Workers), 1939	1948
Social Policy (Non-Metropolitan Territories), 1947	1950
Labour Standards (Non-Metropolitan Territories), 1947	1950
Right of Association (Non-Metropolitan Territories), 1947	1950
Labour Inspectorates (Non-Metropolitan Territories), 1947	1950
Contracts of Unemployment (Indigenous Workers), 1947	1950

The following United Kingdom Treaties of Commerce, etc., etc., apply or have been applied to the Territory:—

<i>Treaty</i>	<i>Date of Application</i>
Albania. Commerce, 1925	1926
Australia. Commerce and Navigation, 1924	1926
Austria. Legal Proceedings in Civil and Commercial Matters, 1931	1951
Belgium. Belgian Traffic through the Territories of East Africa, 1921	1921
Belgium. Legal Proceedings in Civil and Commercial Matters, 1922 and 1932	1925 and 1933 respectively
Belgium. Deep water quay at Dar es Salaam, 1951	1951
Belgium. Graves in Belgium Territory of British Commonwealth Armed Forces, 1951	1951
Belgium. Property in U.K. of persons etc. resident in Belgium, 1945	1946
Bulgaria. Commerce, 1925	1926
China. Trade and Commerce and Chinese Tariff Autonomy, 1928	1929
Cuba. Abolition of Visas, 1951	1951
Czechoslovakia. Commerce and Navigation, 1923	1926
Czechoslovakia. Legal Proceedings in Civil and Commercial Matters, 1924 and 1935	1927 and 1937 respectively
Czechoslovakia. Customs Duty on Printed Matter, 1926....	1926
Czechoslovakia. Compensation for British Property, 1949	1949
Denmark. Legal Proceedings in Civil and Commercial Matters, 1932	1934
Denmark. Visa Abolition, 1948	1948
Egypt. Commercial Modus Vivendi, 1930	1930
*Estonia. Legal Proceedings in Civil and Commercial Matters, 1931	1933
*Estonia. Commerce and Navigation, 1926 and 1934	1927
Finland. Commerce and Navigation, 1923 and 1933	1926
Finland. Legal Proceedings in Civil and Commercial Matters, 1933	1935
France. Legal Proceedings in Civil and Commercial Matters, 1922	1924
France. Legal Proceedings, 1936	1947
France. Non Scheduled Commercial Air Services, 1950....	1950
France. Compensation for Disablement or Death due to War Injury, 1950	1951
France. British interests in French Nationalised Gas & Electricity, 1951	1951
*Germany. Legal Proceedings in Civil and Commercial Matters, 1928	1929
*Germany. Commerce and Navigation, 1924	1926
*Germany. Payments, 1934....	1934
Greece. Legal Proceedings in Civil and Commercial Matters, 1936	1939
Greece. Consular Fees on Certificates of Origin, 1929	1929
Greece. Commerce and Navigation, 1926....	1932
Hungary. Commerce and Navigation, 1926	1928

*Treaties whose status is in doubt owing to the war or circumstances arising out of the war.

<i>Treaty</i>	<i>Date of Application</i>
Hungary. Legal Proceedings in Civil and Commercial Matters, 1935	1937
Iceland. Visa Abolition, 1948	1948
Iran. Commerce, 1903 and 1920	1920
Iraq. Legal Proceedings in Civil and Commercial Matters, 1935	1938
Iraq. Air Services, 1951	1951
Israel. Air Services, 1950	1950
Italy. Commercial Exchanges and Payments, 1938	1938
Italy. Legal Proceedings in Civil and Commercial Matters, 1930	1932
Italy. Mutual Recognition of Passenger Ship Certificates and Emigrant Ship Regulations, 1929	1930
Italy. Italian-owned Assets in the United Kingdom, 1947	1949
Italy. Visa Abolition, 1948	1948
Italy. Air Services, 1948	1950
Italy. Carriage of Dangerous Goods in Aircraft, 1951	1951
*Latvia. Commerce and Navigation, 1923 and 1934	1931
*Lithuania. Legal Proceedings in Civil and Commercial Matters, 1934	1937
*Lithuania. Commerce and Navigation, 1922, 1929, 1931, 1934 and 1935	1929, 1931 and 1935
Luxembourg. Visa Abolition, 1948	1948
Mexico. Military Service, 1943	1942
Muscat. Commerce and Navigation, 1939	(Effective date) 1940
Nepal. Treaty of Peace and Friendship, 1950	1951
Netherlands. Documents of Identity for Aircraft Personnel, 1939	1939
Netherlands. Legal Proceedings in Civil and Commercial Matters, 1932	1934
Netherlands. Commerce, 1935	1935
Netherlands. Visa Abolition, 1950	1950
Netherlands. Carriage of Dangerous Goods in Aircraft, 1951	1951
Netherlands. Graves in Netherlands Territories of British Commonwealth Armed Forces, 1951	1951
Norway. Legal Proceedings in Civil and Commercial Matters, 1931	1931
Norway. Commerce, 1933	1933
Norway. Visa Abolition, 1948	1948
Norway. Trade Agreement, 1950	1951
Paraguay. Trade and Payments Agreement, 1950	1950
Poland. Legal Proceedings in Civil and Commercial Matters, 1931	1933
Poland. Commerce and Navigation, 1923 and 1935	1925 and 1935 respectively
Portugal. Documents of Identity for Aircraft Personnel, 1940	1940
Portugal. Legal Proceedings in Civil and Commercial Matters, 1931	1933

*Treaties whose status is in doubt owing to the war or circumstances arising out of the war.

<i>Treaty</i>	<i>Date of Application</i>
Portugal. Flag Discrimination in Portuguese Ports, 1933	1933
Roumania. Commerce and Navigation, 1930	1931
San Marino. Visa Abolition, 1949	1949
Siam. Commerce and Navigation, 1937	1938
Siam. Peace and Economic Collaboration, 1946	1946
Spain. Commerce and Navigation, 1922, 1927 and 1928	1928 and 1931
Spain. Legal Proceedings in Civil and Commercial Matters, 1929	1931
Spain. Taxation of Companies, 1924	1931
Sweden. Legal Proceedings in Civil and Commercial Matters, 1930	1931
Sweden. Visa Abolition, 1948	1948
Switzerland. Air Services, 1950	1951
Switzerland. Visa Abolition, 1948	1948
Switzerland. Legal Proceedings in Civil and Commercial Matters, 1937	1940
Thailand. Air Services, 1950	1950
Turkey. Legal Proceedings in Civil and Commercial Matters, 1931	1933
Turkey. Commerce and Navigation, 1930	1931
U.S.A. Disposal of Real and Personal Property, 1936	1941
U.S.A. Trade and Commerce, 1938	1939
U.S.A. Rights in the Tanganyika Territory, 1925	1926
U.S.A. Joint U.K. — U.S. Educational Commission in the United Kingdom, 1948	1949
U.S.A. Joint U.K. — U.S. Educational Commission in the United Kingdom, 1948. Supplementary Agreement, 1950	1950
U.S.A. Technical Co-operation, 1951	1951
Yemen. Friendship and Mutual Co-operation, 1934	1934
Yugoslavia. Commerce and Navigation, 1927	1931
Yugoslavia. Legal Proceedings in Civil and Commercial Matters, 1936	1938

Extradition Treaties between the United Kingdom and the following countries were extended to the Territory in the years shown:

Albania, 1927.	Greece, 1928.	Panama, 1928.
Belgium (including Belgian Congo and Ruanda-Urundi), 1928.	Guatemala, 1929.	Paraguay, 1928
Bolivia, 1928	Hayti, 1928.	Peru, 1928.
Chile, 1928.	Hungary, 1928.	Poland, 1932.
Colombia, 1931.	Iceland, 1937.	Portugal, 1934.
Cuba, 1931.	Iraq, 1932.	Roumania, 1929.
Czechoslovakia, 1927.	Latvia, 1926.	Salvador, 1930.
Denmark, 1928.	Liberia, 1928.	San Marino, 1934.
Ecuador, 1928.	Lithuania, 1927.	Siam, 1928.
Estonia, 1927.	Luxemburg, 1928.	Spain, 1931.
Finland, 1926.	Monaco, 1931.	Switzerland, 1929.
France, 1923.	Netherlands, 1928.	U.S.A., 1935.
Germany, 1930	Nicaragua, 1928.	Yugoslavia, 1928.
	Norway, 1929.	

The Territory has acceded to the Economic Co-operation Agreement between the United States of America and the United Kingdom which was signed on the 6th July, 1948, as amended by the Supplementary Agreement of the 3rd January, 1950.

APPENDIX XXII

MISSIONS

Information regarding missionary societies
working in Tanganyika

Name of Mission	Districts in which stations situated	Missionaries		No. of converts claimed
		Number	Nationality	
Vicariate Apostolic of Dar es Salaam: (Swiss Capuchin Fathers)	Kisarawe, Kilwa, Ulanga	146	142 Swiss 2 Italian 1 German 1 Austrian	50,646
Abbacy Nullius of Peramiho: (Benedictine Fathers)	Songea, Njombe, Ulanga	225	168 German 49 Swiss 3 American 2 Austrian 2 British 1 French	136,205
Abbacy Nullius of Ndanda: (Benedictine Fathers)	Masasi, Lindi, Tunduru, Mikindani, Newala Ruponda	104	70 German 24 Swiss 6 British 3 American 1 Austrian	33,841
Vicariate Apostolic of Iringa	Iringa, Mbeya, Njombe	121	121 Italian	35,000
Prefecture Apostolic of Dodoma: (Passionist Fathers)	Dodoma, Kondoa, Mpwapwa	51	47 Italian 3 Irish 1 Belgian	30,338
Prefecture Apostolic of Mbulu: (Irish Pallotine Fathers)	Mbulu, Singida	14	12 Irish 2 British	20,000
Vicariate Apostolic of Bagamoyo: (Holy Ghost Fathers)	Bagamoyo, Kilosa, Morogoro	119	83 Dutch 19 German 11 French 6 British	90,126
Vicariate Apostolic of Kilimanjaro: (Holy Ghost Fathers)	Moshi, Arusha, Same	82	41 American 4 Irish 1 British 7 French 4 Dutch 21 German 4 Polish	81,000

Name of Mission	Districts in which stations situated	Missionaries		No. of converts claimed
		Number	Nationality	
Prefecture Apostolic of Tanga: (Fathers of Charity)	Tanga, Lushoto	38	3 Swiss 11 Irish 5 British 2 French 1 Dutch 16 German	800
Vicariate Apostolic of Kigoma: (White Fathers)	Kasulu, Kigoma, Kibondo	66	29 Dutch 8 German 6 French 12 Canadians 4 British 2 Belgian 1 Italian 1 Swiss 3 Irish	15,537
Vicariate Apostolic of Tabora: (White Fathers)	Kahama, Nzega, Tabora	79	44 Dutch 10 Canadian 7 German 8 French 7 British 1 Italian 2 Swiss	24,355
Vicariate Apostolic of Mwanza: (White Fathers)	Mwanza, Kwimba, Ukerewe, Geita, Shinyanga	82	2 Italian 39 Dutch 15 German 12 Canadian 9 French 3 British 1 American 1 Swiss	36,983
Vicariate Apostolic of Mbeya: (White Fathers)	Mbeya, Chunya, Rungwe	32	12 Dutch 7 German 4 Canadian 7 French 1 British 1 Luxemburger	25,000
Vicariate Apostolic of Karema: (White Fathers)	Ufipa, Mpanda	53	22 Dutch 9 German 13 French 5 Canadian 4 British	100,298

Name of Mission	Districts in which stations situated	Missionaries		No. of converts claimed
		Number	Nationality	
Vicariate Apostolic of Bukoba: (White Fathers)	Bukoba, Biharamulo, Ngara	70	1 Irish 32 Dutch 9 German 9 French 8 Canadian 4 British 5 Swiss 1 Italian 1 Luxemburger	114,731
Vicariate Apostolic of Maswa: (White Fathers)	North Mara, Musoma, Maswa, Mwanza	12	7 Dutch 1 Canadian 1 Canadian 2 German 1 Luxemburger	3,343
Catholic Foreign Missionary Society of America: (Maryknoll Fathers)	Musoma	28	27 American 1 Canadian	11,867
Universities Mission to Central Africa: (Zanzibar Diocese)	Dar es Salaam, Kisarawe, Tanga, Lushoto, Handeni, Same	77	77 British	30,000
Universities Mission to Central Africa: (Masasi Diocese)	Lindi, Ruponda, Newala, Tunduru, Mikindani	46	46 British	40,000
Universities Mission to Central Africa: (Nyasaland Diocese)	Njombe, Songea	23	23 British	21,000
Church Missionary (Diocese of Central Tanganyika)	Kilosa, Kongwa, Dodoma, Manyoni, Kasulu, Bukoba, Ngara, Kigoma, Tabora, Kibondo, Tukuyu, Arusha	71	71 British	32,339
Africa Inland Mission	Shinyanga, Kwimba, Maswa, Mwanza, Musoma, Geita	42	40 American 1 Norwegian 1 British	10,300

Name of Mission	Districts in which stations situated	Missionaries		No. of converts claimed
		No.	Nationality	
Lutheran Missions of Tanganyika (including Augustana Lutheran (American), Swedish Evangelical, Church of Sweden and Norwegian Lutheran Missions)	Central (13), Eastern (4), Tanga (10), Northern (20), Southern Highlands (17) and Lake (8) Provinces :— Moshi, Arusha, Masai, Pare, Korogwe, Luchoto, Dar es Salaam, Kisarawe, Morogoro, Iringa, Njombe, Mbeya, Bukoba, Singida	168	98 American 45 Swedish 10 Danish 6 Finnish 2 Norwegian 6 German 1 British	190,000
Elim missionary Society	Kondoa, Morogoro	5	5 British	—
London Missionary Society	Headquarters in Northern Rhodesia, operates in Ufipa District	—	—	445
Mennonite Mission of East Africa	Musoma, North Mara	22	20 American 2 Canadian	624
Moravian Mission (Southern Highlands)	Mbeya, Rungwe	3	2 Danish 1 Swiss	26,557
Moravian Mission (Uyamwezi)	Tabora	22	16 Danish 6 British	13,400
The Salvation Army	Tabora, Moshi, Chunya, North Mara	2	2 British	800
Seventh Day Adventists	Musoma, North Mara Maswa, Kasulu, Pare, Mbeya	24	11 American 8 South African 4 British 1 Danish	12,174
Swedish Free Mission	Nzega, Kahama, Kigoma, Kasulu, Biharamulo	47	38 Swedish 8 Finnish 1 Norwegian	1,579
East African Ahmadiya Muslim Mission	Tabora, Lindi, Tanga, Arusha, Songea	6	6 Pakistani	610

SUMMARY

(1) Nationality of Missionaries

	No.
American	245
Austrian	4
Belgian	3
British	281
Canadian	55
Danish	29
Dutch	273
Finnish	14
French	73
German	358
Irish	34
Italian	175
Luxemburger	3
Norwegian	4
Pakistani	6
Polish	4
South African	8
Swedish	83
Swiss	228
Total	<u>1,880</u>

(2) Total number of converts 1,189,898

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