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REPORT OF THE VISITING MISSION TO THE TRUST TERRITORY OF TANGANYIKA
UNDER BRITISH ADMINISTRATION

In accordance with rule 99 of the rules of procedure of the Trusteeship Council, the Secretary-General of the United Nations transmits herewith to the members of the Trusteeship Council, the Report of the Visiting Mission to the Trust Territory of Tanganyika under British administration.

LETTER ADDRESSED TO THE SECRETARY-GENERAL BY THE
CHAIRMAN OF THE VISITING MISSION TO THE TRUST
TERRITORIES OF TANGANYIKA AND RUANDA-URUNDI

6 November 1948

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

I should be grateful if, in accordance with rule 99 of the rules of procedure of the Trusteeship Council, you would forward copies of this Report to the United Kingdom Government and the members of the Trusteeship Council, and if, in accordance with the terms of the same rule, you would allow an interval of two days between the dispatch of this Report to the members of the Council and its general distribution.

(Signed) Henri Laurentie

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INTRODUCTION

The Visiting Mission to East Africa arrived in Kigoma, Tanganyika on 12 August 1948 after three weeks in Ruanda-Urundi. Less than six weeks of the tour remained for the study of conditions in this vast and geographically diversified Territory of more than 360,000 square miles, comprising thousands of miles of bleak plateaux, endless stretches of tsetse infested bush, magnificent mountain ranges and lush fertile lands. Within these contrasting regions live approximately 6,000,000 Africans differing widely in type, language and culture and in stages of development.

Generally the Territory is a land of uneven development, and extremely varying potentialities. The diversity of the population and natural resources, including conditions of soil, are such that plans can only be made safely, step by step and area by area. In the few fortunate regions where soil is fertile and water sufficient, or in places stimulated by new developments, economic and political life is active. In Sukumaland, in the Lake Province, plans are being developed to move large populations into improved land and to stimulate wide-scale economic rehabilitation, correlated with social and political changes. In the Kongwa area, where the Groundnut Scheme is developing, there is now vigorous activity. In the Kilimanjaro region where the Chagga manage most of their own affairs, and where many European settlers have found a temperate climate, there is marked activity. In certain areas in the vast southern part of the Territory, active mining and agricultural interest, the building of ports, railways and other facilities for the Groundnut Scheme are making their contribution toward general advancement. But, apart from these and a few other active centres, conditions have changed little for generations.

British and Belgian troops occupying German East Africa at the end of 1917 found a Territory ravaged by several years of warfare. In the part now known as Tanganyika, however, certain constructional work had already been accomplished by the Germans, e.g., the Central Railway and several large, and often, magnificent administration buildings. Religious missions had been established, and many planters had already settled on rubber and sisal estates. Schools, medical facilities and other social services, however, were meagre and inadequate.

The British administration found itself faced with a tremendous task in reconstruction, in native administration, and in taking up its responsibilities under the mandate.

In the period following the First World War the Territory was economically poor. Responsible administration officials and private individuals told the Mission that development during this time was kept

to a bare minimum, primarily because of uncertainty as to whether the Territory would be returned to Germany. The territorial budget was merely on a "care and maintenance" basis. This political uncertainty discouraged the investment of private capital. An additional set-back followed the depression period of the thirties when development plans then formulated had to be postponed. As a result, many of the services of the Territory have been run with a minimum of expenditure and with a minimum number of personnel.

Before the last war, however, definite efforts were made to inaugurate planned development for Tanganyika. The administration faced the two-fold problem of placing the budget and services on a sound basis while at the same time going forward with development plans. The Second World War and the general world conditions which have resulted delayed the execution of these plans.

The Territory has now entered a new period in its history. A Ten-Year Development and Welfare Plan has been approved, and is being carried out, to develop its natural resources and to promote the welfare of its inhabitants. A Ten-Year Educational Plan has been started. A series of political innovations in the form of tribal federations and inter-tribal conferences have been instituted. The rich mineral potentialities of the Territory are being surveyed and developed. In addition, enterprises such as the Groundnut Scheme and the building of port and transportation facilities are in operation. The Mission feels that the Territory will in time develop into a prosperous country, not only agriculturally, but also industrially and commercially.

It will be of great interest to watch its progress, particularly to study the progress reports of the Ten-Year Development Plan indicating from year to year the improvements in agricultural, educational, medical and social services; to see whether tribal federations lead to a broadening of the native outlook or to an intensification of tribal isolationism; to study the reports of the geological survey and the developments of mining industry; to study the Groundnut Scheme and especially its direct benefit to the Territory and its people; and in general to see in what ways these and other schemes facilitate the political, economic, social, and educational advancement of the inhabitants of the Territory.

The Mission is fully aware of the difficulties facing the Administering Authority in its prodigious task of providing necessary facilities and measures to build up strong and healthy generations of Africans; to provide every child with education and to open all careers and trades to the best gifted; to train leaders from all sections of the community in the management
dd /of public

of public and civic affairs throughout the whole Territory; to educate and encourage the masses to be interested in and to participate in the affairs of the Territory; to integrate the African population into the modern economy of the Territory, not only as skilled workers, but also as managers and owners of enterprises, industrial as well as commercial; to bring together the heterogeneous groups of the population and to instil into them a sense of territorial unity and common interest - in short, to build a country and to train its people to govern it themselves.

The Mission was frequently told that progress in Tanganyika will take a very long time. The Mission shares the wishes of articulate Africans, however, that evolution will even be quicker than may be thought possible. In its conversations with educated Africans, the Mission was greatly impressed with the quality of their minds, by their general and reasonable understanding of local affairs and requirements, and their appreciation of territorial problems. It was also greatly impressed by their thirst for knowledge, their desire for opportunities, their interest in the future of the Territory and in the welfare of its population generally. On the other hand among the uneducated people it was felt that most of the chiefs and families still see little beyond their own tribal problems. It was felt, however, that with education and opportunities, the Africans generally will progress rapidly. The crucial problem is, of course, to find the financial resources necessary to equip the Territory and its population with what they need to build up their own country.

Unlike Ruanda-Urundi which may have to face a somewhat different economic future, depending mainly on the produce of its soil with little prospect as yet of important mining development, Tanganyika, the Mission was told, has rich mineral potentialities. In addition to other minerals, it possesses large reserves of iron and lead, which with known deposits of coal, may well form the basis of a sound heavy industry. Responsible officials expressed the opinion that Tanganyika's future rests mainly on the development of the mining industry, and that without these resources large-scale plans for future development could not be envisaged. Even if exploitation of mineral resources will at first require the investment of foreign capital, the Territory may well nourish the hope that a day will come when its economy can be based on its own industry and work. The Mission feels that these possibilities should be thoroughly studied, in such a way as to directly profit the Territory and be of real benefit to its native population.

It would not have been possible for a Mission composed of four members to study thoroughly in the short time available all the problems

of the administration in this vast and complex Territory. The Mission, therefore, selected questions on which to concentrate. Its terms of reference were fortunately broad enough to enable it to choose problems which, in the light of the discussions in the Trusteeship Council, and within the experience and the particular interests and qualifications of its members, seemed to be of primary importance.

Special attention was given to the intricate problem of Inter-Territorial Organization which was impossible to study completely since many important officials of the Organization including officials of the High Commission, the East African Central Assembly, the Secretariat and many of the scheduled services have their headquarters in Nairobi, Kenya. Furthermore, since the Mission did not receive all the necessary documents, it could not completely examine the basic powers and functions of the inter-territorial organs. From the considerable data examined, however, the Mission was able to prepare the chapter on Inter-Territorial Organization which, it is hoped, may assist the Trusteeship Council in its consideration of the problem.

Major attention was also devoted to the political advancement of Africans toward self-government or independence, to the Groundnut Scheme and its implications for the Territory, and to the problems of agriculture, land, mines, labour and ex-enemy properties.

The Mission did not concentrate on these questions exclusively, however. Education, medicine and public health were studied as closely as possible as well as other basic factors in the political, economic and social advancement of the inhabitants. It made numerous visits to schools, hospitals, dispensaries, research centres, agricultural stations, welfare centres, labour camps, prisons, mines and plantations, and held meetings and discussions with local Government officials, and with Africans and Asians, sometimes in formal "Carazas" - gatherings of chiefs and their peoples - or in informal meetings where members of the Mission spoke individually with members of local communities.

The Mission tried to divide its time as advantageously as possible between observing and discussing local conditions on the spot, discussing questions of policy with administration officials in Dar-es-Salaam and gathering information on technical problems. The Mission as a whole visited six of Tanganyika's eight provinces but was not able to extend its itinerary to the Southern Province. In order, to obtain first hand information on the important Southern Highlands Province, however, one member of the Mission left the main party and spent six days in that area. Three members of the Mission visited the Northern and Tanga Provinces while

dd /one member

one member remained in Dar-es-Salaam to examine more closely important matters in which data were available only in the chief town of the Territory.

A final meeting was held with the Acting Governor and other officials just before the Mission left for Paris on 21 September 1948. As it was not possible in Dar-es-Salaam to obtain all the information it required on matters concerning policy, especially in connexion with the Inter-Territorial Organization, the Groundnut Scheme and certain other political and economic subjects, the Mission proceeded to London on 27 September and attended conferences with the Secretary of State for the Colonies, the Under-Secretary and other officials of the Colonial Office and of the Ministry of Food.

The Mission wishes to record its high regard for the administrative and technical officers it met in the field and its favourable impression of their interest and devotion to the cause they serve. It also wishes to express its appreciation for the help extended by the responsible officers of the administration both in the Provinces and in Dar-es-Salaam. There was the fullest co-operation, courtesy and hospitality everywhere. It feels also that a special word of appreciation is due to Mr. J.E.S. Lamb, Political Liaison Officer, who accompanied the Mission on its travels throughout the Territory and arranged the facilities necessary for it to carry on its work. His wide knowledge of the Territory, his kind co-operation and the qualities of his patience and humour were of inestimable value to the work of the Mission.

It will be noticed that this Report differs in form, length and content from that of the Report on Ruanda-Urundi. The Report on Ruanda-Urundi is shorter, more concise and less descriptive than the present one. This is due to the differences in the nature of the two Territories. Ruanda-Urundi is remarkably homogeneous in a cultural and geographical sense. Generally speaking similar political, economic and social problems exist throughout the Territory, making it possible to plunge immediately into a discussion of the major problems envisaged by the Mission with a minimum of physical description.

Tanganyika is entirely different. One of its most striking characteristics is its amazing heterogeneity and its consequent multiplicity of problems. It has vast geographical variations and divergences in population amongst whom the forms of indirect rule vary due to the complexities of the groups into which the population is divided. These factors, combined with the uneven course of political and economic development over the Territory provide a much wider and more complex range of

dd /problems

problems than is found in Ruanda-Urundi. Under these conditions, coupled with the limited period available for study, the Mission felt that in most instances its comments in the body of this Report might be of a more general nature than those in the Ruanda-Urundi Report and that more material of a descriptive and historical nature (e.g. Political and Inter-Territorial Organization) might be included to present the problems of Tanganyika to the Trusteeship Council in a wider setting.

Here too it must be mentioned that the Mission found it difficult to complete its Report by 6 November. It was not until 29 September that the Mission returned to Paris after necessary meetings with Colonial officials in London and Brussels. The drafting of the Report in Tanganyika was out of the question. The days there too full and moreover the Mission had to await in Paris the arrival of certain essential material from the Tanganyika administration. The Mission therefore regrets that owing to hasty drafting this Report may have certain overlappings and inaccuracies in detail. It earnestly hopes, however, that future missions will have more time for field work and all the time necessary to prepare to their own satisfaction the report to the Trusteeship Council.

Observations and conclusions of the Visiting Mission are to be found at the end of each chapter for the consideration of the Trusteeship Council in making recommendations to the Administering Authority. As explained in the introduction to the Report on Ruanda-Urundi, the observations and conclusions do not necessarily reflect the precise personal views of each member of the Mission. The desirability of submitting a unanimous report to the Council may have resulted in the formulation of an average opinion on particular points to which the Mission as a whole finally subscribed. It has appeared to the Mission that this method is more in keeping with the aims of the Trusteeship System than would have been the case if more or less divergent shades of opinion had been repeatedly stated.

CHAPTER I

POLITICAL ADVANCEMENT

A. INTRODUCTION

The general system of administration by the United Kingdom in the Trust Territory of Tanganyika is roughly similar to that in British dependencies at a similar stage of development.

Executive authority is invested in the Governor who is appointed as the representative of the Crown, and in matters of major policy acts under the direction of the Secretary of State for the Colonies. He is assisted by an Executive Council consisting of senior Government officials and a minority of non-official members. He makes law "with the advice and consent" of a legislative body which is purely appointive and contains a majority of senior Government officials and a minority of representatives of the three main sections of the population - African, Indian and European.

Under the Governor, administrative authority is divided into a system of eight Provincial Commissioners, under whom are District Officers serving forty-five districts, and at the point at which it reaches the community it is divided into two classes of rule; direct and indirect. Direct rule applies to municipalities, townships and certain limited areas; indirect rule, which is based on the use of traditional tribal institutions and laws and hereditary African leaders as agencies of local government, applies to by far the major part of the Territory and the majority of the African inhabitants.

B. GENERAL ADMINISTRATION: CENTRAL GOVERNMENT AND DIRECT RULE

1. The Executive

The Territory is administered by the Governor, who is assisted by an Executive Council. Both derive their authorities and functions from the Tanganyika Orders in Council, 1920, 1926, and 1939; in addition, the powers and duties of the Governor are subject to Royal instructions that may be issued from time to time. The effect of all these, in general terms, is to allow him wide discretion in all territorial matters, but to require him to obtain the concurrence of the British Government on questions of fundamental or extraordinary importance.

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 matters as he may think fit to refer to the Council. The final decision in all these matters, however, rests with the Governor. He may act in opposition to the advice of the Council, but

/if he does

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if he does so he must report the circumstances and reasons to the Secretary of State for the Colonies.

As first constituted in 1920, the Executive Council consisted of the Chief Secretary, Attorney-General, Treasurer and **Director** of Medical and Sanitary Services. Since then, however, it has been considerably expanded, not only by the addition of further heads of departments, but also by the appointment to it of four of the non-official members of the Legislative Council. A recent grouping of the departments of Government under six senior officials has brought about some further reorganization in detail. The membership of the Executive Council in 1948 included the Governor as President, seven official members, and the four non-official members appointed from the Legislative Council, of whom three are European and one is Indian. There is no African member of the Executive Council.

2. Legislative Council

The laws of the Territory are made by the Governor, with the advice and consent of the Legislative Council, which was constituted in 1926. It is a purely appointive body, with a Government majority in the form of "official members" who are senior Civil Servants and heads of Government departments, and a minority of "non-official members" chosen by the Governor from the three principal sections of the population. There are, however, no specific proportions in which each group must be represented; theoretically, indeed, it is not incumbent upon the Governor to ensure that all of them are represented.

The Indian community has been represented on the Council since its inception, however, first by one member, then by two, and, for the past several years, by three.

At the opening meeting of the Council on 7 December 1926 the Governor stated that "the native community" cannot be directly represented because for the present a native cannot be found with sufficient command of the English language to take part in the debates of the Council; indeed to understand what is being said". Nineteen years later, on 3 December 1945, the Africans were directly represented for the first time, when two African chiefs were sworn in as non-official members. Their number was increased in 1947 to three and in May 1948 to four.

The Legislative Council consists of the Governor, fifteen official members and fourteen non-official members. All the official members are European. Of the non-official members, seven are European, four are African and three are Indian.

The Legislative Council derives its powers from the Tanganyika (Legislative Council) Order in Council, 1926, of which the more important provisions are

provisions are summarized below:

Each member of the Council is required to take an oath, or make an affirmation of allegiance to the King (Article X).

The Governor is given power, "with the advice and consent" of the Council, to make laws for the administration of justice, the raising of revenue and generally for peace, order and good government (Article XIV). No laws or ordinances passed by the Council can take effect without the assent of the Governor or of the Crown. (Article XVI). In making laws the Governor and the Council are required to respect existing native laws and customs, "except as far as the same may be opposed to justice or morality". The right of the Crown to make such laws for the Territory as it deems necessary is reserved in Article XXIII.

Any member of the Council may initiate legislation, but there are limitations on the kinds of laws which members may propose. Except with the sanction of the Governor, no member may propose "any ordinance, vote or resolution, the object or effect of which is to impose any tax or dispose of or charge any part of the public revenue". (Article XXXI). This limitation on matters affecting the public revenue also applies to the competence of any member to propose any question for debate. (Article XXXVIII). All questions proposed for debate are, in addition, to be decided by a simple majority; the President (i.e. the Governor or his deputy) has an originating vote, and also a casting vote when the voting is equal (Article XXXVII).

The Council is required to sit at least once a year (Article XXXIV). Normally there are two sessions each year.

In view of the limitations noted above, and particularly in view of the fact that the controlling voice and vote is at all times with the official members, who are Government public servants, the primary function of the Legislative Council in actual practice is that of a public forum from which the administration announces and explains its policies, replies to public criticism, hears suggestions made on the public's behalf, and generally has an opportunity of sensing local opinion on current affairs. It cannot be turned from its purpose if it is determined to carry them out; it can simply outvote any non-official resolution or measure.

It is natural, therefore, that in practice the functions of the non-official members consist largely of asking questions and expressing opinions, and thus providing the executive with an expression of the views
/and reactions

and reactions of some of the members of the three principal sections of the population.

While the Government remains on the whole unmoved when fundamental principles of policy are criticized, it is often ready to accept suggestions and amendments of a subsidiary nature, and to appoint select committees in which unofficial members have been able at times to effect compromises and improvements. It is worthy of note that such occasions as the annual debates on the territorial estimates afford the non-official members the opportunity to speak their minds and require the Government to give an account of itself on an almost unlimited range of subjects.

The two Africans appointed to the Legislative Council in 1945 made their first substantial contribution to the affairs of the Council on 15 December of that year, when both spoke in the debate on the Budget. Chief Kidaha Makwaia urged a number of matters on the Government - closer co-operation between different departments on common problems; wider educational facilities for Africans; drastic measures to combat venereal disease and soil erosion.

Proceedings of the Council up to April 1947, however, do not show the African members as taking a particularly prominent part in the discussions. (Subsequent records are not available.) Matters which appeared to concern them most were raised in the form of prepared questions; in the main, as in the case of the questions asked by the Indian members, these queries related exclusively to their own peoples, and in many cases appeared to imply a certain amount of dissatisfaction or impatience with existing policies. A recurrent point in this respect was the question of the revenue of the Native Treasuries. On several occasions the African members asked the Government whether it would provide means of increasing the native funds; on 25 July 1946, for instance, Chief Makwaia asked whether Native Authorities might be allowed to acquire shares in diamond mining industries established in their areas; and whether Native Treasuries might be permitted to enter into such other profit yielding businesses as the buying of cotton. Earlier, on 7 March 1946, Chief Abdiel Shangali had asked whether rebates could be made to the Treasuries not only from the Native House and Poll Tax but also from the fees from trading and motor-vehicles licences issued to Africans. To all of these questions the Government replied negatively or non-committally. The Africans came back to the point in general terms on 12 December 1946, when Chief Abdiel Shangali said that Native Treasury funds were insufficient for desired

development. The Africans wanted "more schools, more dispensaries, more technical training, including agricultural training".

Other matters of apparent concern to the African members have included the tendency of educated Africans to be attracted into the Central Government service rather than the Native Administration; and on the other hand the lack of opportunities for qualified Africans to rise to higher and more responsible posts in the Central Government departments. (This latter brought an assurance from Government members that opportunities would be created as soon as there were Africans with the qualifications to fill higher posts). (See proceedings of 12 December 1946).

On another contentious matter - Inter-Territorial Organization - African views on the final revision of the proposals (Colonial Paper No.210), were not heard. The African members explained that there had not been sufficient time for African opinion to be consulted, and they asked for postponement of the discussion. When the Government would not agree to this, they abstained from the vote. (See discussion in section on Inter-Territorial Organization).

During the course of meetings with Government officials at Dar-es-Salaam, the Mission raised the question of an increase in African membership in the Legislative Council, referring to this connexion to the numerous requests for such an increase made to it by Africans in the Territory. The Acting Governor stated that greater African representation was one of the goals for the immediate future and that more Africans would be added as soon as competent people became available. He added that the administration had at one time planned to have one African representative from each of four provinces (Lake, Northern, Southern and Eastern) which would have been gradually increased to one African representative in the Legislative Council from each of the eight provinces. However, it had been difficult to obtain properly qualified people, and, moreover, qualified Africans who would be cognizant of African opinion and feeling as a whole, rather than representative only of the local interests of their own tribe. The administration hoped that it would be possible to increase the African representation within the next four or five years and later there might be one African from each province which, in turn, might lead to a majority of non-official members in the Legislative Council.

The Mission was informed in London, by the Secretary of State for the Colonies, that the aim of the Administering Authority was to progressively increase the political responsibility of the Africans and to afford them greater participation in the central organs of government,

/including the

including the Legislative Council, but that such progress must be parallel with their educational advancement.

At Dar-es-Salaam, the Mission referred to the complaints voiced by several african individuals and organizations, including the Chagga Council, the Sukumaland Chiefs, the African communities at Tabora and Ujiji, the African Associations at Arusha and Dar-es-Salaam, and the Nyamwezi Chiefs at Itetemia, that the African members on the Legislative Council were not representative of the Africans of the Territory and, as a consequence, were in touch only with their own people, sometimes with only a Section of their own communities and were not responsible to the needs of the majority of Africans. Some Africans, therefore, had requested that some form of electoral system be established so that the people might participate in the selection of African members of the Legislative Council. The majority of suggestions favoured a form of indirect electoral representation through a series of district and provincial councils which would be empowered to select their own representatives on the Legislative Council. Administration officials at Dar-es-Salaam (and later in London) stated that they were keenly aware of this problem and deeply concerned as to how it could be resolved. It was their hope that if the proposed Provincial Councils proved successful, one of their functions might be to submit candidates to the Governor for nomination to the Legislative Council.

The Mission also raised the question of the possibility of an increase of Indian representation on the Legislative Council; it was pointed out that the Indians had only 3 non-official members while Europeans, with only one-tenth of the population, had 7 non-official members and 15 official members. It was stated by Colonial Officials in London that population strength could not serve as a criterion for representation on the Legislative Council, and that Europeans have made far greater contributions to the development of Tanganyika than have Indians. It was stated that the great problem was to increase the African membership on the Council, non-native representation would then find its proper place. Mr. Creech-Jones emphasized that racial issues in Tanganyika were in no sense acute, that the interests of any minority group must be adjusted to the interests of the Africans and that a communal approach on the basis of race or religion to Tanganyika's problems was to be avoided as much as possible since a system of communal representation could lead only to vast difficulties in the future.

English is the only language used in the Legislative Council. This

/factor was

factor was cited by Government officials as one of the major difficulties in finding suitable Africans representatives for the Council. At a meeting with Government officials at Dar-es-Salaam, it was suggested by the Mission that the administration might consider adopting Kiswahili as a second official and working language in the Legislative Council, so that Africans would not be penalized because of their lack of knowledge of English. The reply was given that English is the language best suited for debate; it was added that the problem is decreasing since more Africans are becoming educated and are thus gaining greater proficiency in English.

3. Departments of Government and the Secretariat

The machinery of central government of the Territory consists of a fairly large number of administrative and technical departments and offices, most of them having headquarters in Dar-es-Salaam. Until recently, there was no precise system of co-ordination of their activities, except in so far as the responsibility for all of them was shouldered by the Chief Secretary. A reorganization, however, has been in force since the beginning of 1948 which divides this responsibility among six senior officials of the administration now responsible to the Governor, and groups together those departments which have interlocking activities.

In asking the approval of the Legislative Council for this reorganization the Chief Secretary stated that it represented one of the most important advances in the history of the Territory and would have a far-reaching effect on its future progress. It was, he added, "the germ of a Cabinet system for the future".

This reorganization has produced a Secretariat, consisting of the Chief Secretary, five "Members" (for Law and Order; Finance, Trade and Economics; Agriculture and Natural Resources; Lands and Mines; and Labour, Education and Social Welfare), together with a Secretary for African Affairs and a Co-ordinating Secretary.

The appointment of a Secretary for Africans Affairs re-establishes a separate post in this field; it had been merged earlier with that of Chief Secretary. His functions are that of Chief Advisor on all native affairs, and he is responsible for provincial administration dispositions.

Considerable use is made by the Government of special boards and committees appointed to handle particular matters, usually in an advisory capacity. Some of these consist purely of Government officials, but most of them include non-officials, the majority of them Europeans. On July 1946, one of the African members asked in the Legislative Council why there were no Africans on the Coffee, Cotton, Labour and Economic Control Boards and the Railways and Ports Council. The Government replied

/that it was

that it was considering the appointment of an African to the Labour Board, but otherwise there were few Africans suitably qualified at present for membership.

4. Staffing of Government Departments

Positions in the higher grades of the administrative and technical departments are filled by members of the British Colonial Service, which is common to all British colonies, protectorates and other dependencies. Africans and Indians occupy mostly subordinate posts, although it is the expressed desire of the Government to appoint Africans to positions of higher responsibility and when they secure the necessary qualifications.

During the past ten years there has been considerable expansion in the staffing of Government departments and the railway services. Comparative figures for 1937 and 1947, extracted from the territorial estimates, and excluding casual and menial employees and certain artisans and other classes, are as follows:

	<u>1937</u>	<u>1947</u>
Europeans	1 077	1 680
Asians	1 047	1 550
Africans	6 944	9 318

(It should be noted that when labourers, artisans and others are added, the scale of Africans employment by the Government is considerably higher. The Tanganyika Blue Book for 1945, for instance, records the employment during the year of a total of 11,185 Africans in the Railways and Ports Services, 30,400 in the Public Works Department, and 38,000 in other services. It may be noted also that the 1937 total quoted in the table above includes 1,010 African defence troops; none are included in the figure for 1947).

An indication of the kinds of positions held in the Government services by Europeans, Asians and Africans, as provided for in the departmental estimates for 1947, may be found in a list published in the Annual Report to the Trusteeship Council for 1947 as Appendix II. Study of this list shows that, with a few rare exceptions, Africans have so far attained positions of comparatively minor responsibility. Of the total of 9,318 shown, 2,239 are in the police force (28 sub-inspectors and 2,211 non-commissioned officers and men), some 1,400 are clerks, drivers, storemen and in similar minor positions, 1,045 are teachers, 727 are prison warders, 317 are postal clerks and telegraphists, 865 are cashiers, clerks, native agents and market masters in the provincial administration, 751 are forest rangers and guards and veterinary guards, 431 are agricultural instructors, and the majority of others hold a variety of positions

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that carry comparatively slight responsibility.

Nevertheless, there has been over the past decade some evidence of progress, however gradual, towards the qualifications of Africans for more important positions. The more important are as follows:

Provision is made in the 1948 Department of Agriculture estimates for the appointment of five African "agricultural assistants"; a post held exclusively by Europeans ten years ago.

The number of African industrial instructors in the Education Department is increased from 36 in 1938 to 54 in 1948.

The Medical Department estimates for 1948 provide for 6 African medical officers and one assistant health inspector; there were no Africans in either category in 1938.

There is a provision in 1948 for 4 African labour inspectors; there were none in 1938.

In the Veterinary Department, 3 African assistant veterinary officers, 25 veterinary assistants, 10 animal husbandry assistants and 2 pasture assistants are provided for in 1948, whereas ten years ago the only Africans on the staff were clerks, motor drivers, guards and scouts.

Perhaps the most important post yet to be filled in the general administration by Africans is that of assistant welfare officer in the new Social Welfare Organization; the naming of 2 Africans to this position was quoted in the Legislative Council (12 December 1946) as an earnest of the Government's intention to create opportunities for Africans as soon as there were persons with the qualifications to fill higher posts. (One of the African members of the Council had asked whether the Government intended to appoint Africans to positions of higher responsibility.) The two assistant welfare officers had been trained at London University; two others, at present in training, are provided for in the 1948 estimates.

At the time of the reorganization of the Secretariat, the Government promised to give consideration to the appointment of an African to the post of assistant-secretary for African Affairs; this matter had also been raised by one of the African members. (See proceedings of 16 April 1947.)

In such statements as it has made of its willingness to place Africans in responsible positions, the Government has implied that the only obstacle is the absence of persons with suitable qualifications. For this reason it is important to note the opportunities that exist, or are in prospect for Africans to secure the necessary qualifications. This information is set forth in the chapter on Education.

5. Provincial Administration

For administrative purposes the Territory is divided into eight provinces, each of which is in the charge of a senior British official, known as the

Provincial Commissioner, who is responsible to the Governor for the administration of his province. Each province, in turn, is divided into a varying number of districts, which total forty-five in all, and the districts are in the charge of District Commissioners or Officers responsible to the Provincial Commissioner. To a degree that depends on the extent of their activities in the field, the technical departments - e.g. agriculture, education, labour, lands, etc. - are also decentralized on this provincial and district basis through local departmental officers.

Upon the Provincial Commissioner and his District Commissioners or Officers falls the task of seeing that the laws of the Territory are applied and observed and of safeguarding the interests and well-being of the inhabitants. In areas under direct rule they administer through African agents and headmen appointed and paid by the Government; in areas under indirect rule the task of advising and guiding the Native Authorities is primarily their responsibility. The development of systems of indirect rule, with its tasks of redefining tribal authorities, has been largely their own accomplishment. They are responsible for the collection of native taxes; they approve and supervise the native treasury expenditures; they direct famine relief and other emergency measures and supervise development programmes; they have judicial authority, not only in the official sense but as advisers and guides to the native people. (Provincial Commissioners, deputy Commissioners and District Officers have the powers and jurisdiction of first class magistrates; Assistant District Officers, of second class magistrates; and Administrative Cadet Officers, of third class magistrates. They are the Courts of Appeal from the native courts, and in general they provide the link between the people and the Governor.)

These officers have subordinate staffs, whose size depends on the extent of their jurisdiction; the higher posts are filled by British colonial officials and the subordinate positions - native agents (Liwalis, etc.), tax clerks, interpreters, market masters and others - are in the main held by Africans.

As a means of establishing a measure of self-government in the Provinces, the Government in Tanganyika intends to set up Provincial Councils, starting "in the near future" with one in the Lake Province. It is stated in a special memorandum given to the Mission that "the main object of these Councils will be to assemble together officials and non-officials of all races with a view to their education in local government."

The Councils will consist of the Provincial Commissioner as Chairman, 6 to 8 official members and 6 to 8 non-official members. The composition of the official membership will vary in each province, depending upon the

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importance which is attached to particular departmental activities. In most provinces, the following officers will sit on the Provincial Council; a representative of the Provincial Administration and the Provincial Medical, Agricultural, Veterinary and Education Officers, with remaining official members to be nominated by the Provincial Commissioner. The composition of the non-official membership will also vary in each province. The memorandum states, "Adequate representation of the three races must be provided, and representatives of the Native Authorities must be included among the African members. Subject to these fundamental principles, the selection and nomination of non-official members will be done by the Provincial Commissioners."

The Councils will meet at least twice a year in formal session, but it is envisaged that much of the business will be conducted by Committees. Three such Committees will probably be first appointed: General Purposes; Agriculture and Natural Resources; Social Services.

Certain "deliberative" functions have been approved for these Councils:

"(1) To provide a means whereby responsible unofficial opinion may be associated with local government.

"(2) To establish in the Provinces the principle of joint responsibility of the Provincial Administration and the Departments for the consideration of local policy.

"(3) To receive reports and provide a forum for the exchange of views."

The "Executive, Financial and Advisory" functions will be to prepare the estimates of the Provincial Council and Township Authorities; to make appointments to Local Boards and Committees; to allocate the votes in respect of Grade A and B roads, minor works, and the upkeep and maintenance of buildings; to prepare plans for development of the Province; to examine all development work in the Province; to consider and make recommendations on other activities in general in the Province.

The Government also has under consideration "whether and to what extent the allocation of grants-in-aid for Educational and Medical Services can be handed over to Provincial Councils".

It is envisaged that a period of operation of the Provincial Council in the Lake Province, through a process of trial and error, will establish a general pattern to be followed by future councils in other provinces.

At a meeting of the members of the Mission with administrative officials in Dar-es-Salaam, it was stated by the Acting Chief Secretary that the non-official members on the Provincial Council would be equally distributed among the three races, with two to four representatives of each. In reply to the Mission's question as to the possibility of giving Africans a non-official representation greater than that of the other two communities,

it was stated that this would be seriously considered, particularly in view of the fact that greater representation would give the Africans more confidence, and it might be considered that they deserved larger representation since they were numerically the strongest.

It was also suggested by the Mission that the administration might wish to consider the advisability of establishing Kiswahili as a second working and official language of the proposed Provincial Councils so that the Africans would not be penalized by their lack of proficiency in English.

6. Administration of Justice.

Justice is administered in Tanganyika Territory by (I) a High Court, (II) a Special Tribunal, (III) Subordinate Courts, and (IV) Native Courts.

The High Court has full jurisdiction, civil and criminal, over all persons and matters in the Territory, and exercises supervision over the working and proceedings of the subordinate courts, whose records are inspected from time to time and whose judgments are subject to review and revisions. Sessions are held at regular intervals in each of the Provinces; when necessary, extended jurisdiction is granted to first-class magistrates to enable them to try offences, which are normally triable only by the High Court.

The function of the Special Tribunal, which consists of the Chief Justice is to decide civil cases and matters which arose before the establishment of the High Court in 1920.

The subordinate courts, constituted by the Courts Ordinance, 1941, exercise both criminal and civil jurisdiction. They are in three classes, and the sentences of imprisonment, fine and corporal punishment which they may impose are limited according to the class of court; and there are further limits on the actual carrying-out of sentences until confirmation is given by the High Court, or, in the case of a subordinate court of the third class, by the District Officer.

There are also native subordinate courts which have jurisdiction in townships and other areas under direct administration, and are presided over by salaried native magistrates. They are under the supervision of the local administrative officers and must conform to such procedure, practice and rules as may be prescribed by the High Court.

Native Courts, constituted under the Native Courts Ordinance, 1929, belong to the native administration rather than the judicial system. They function, largely according to tribal law and custom, in areas under indirect rule, and their functions are dealt with more fully in Section C (3). Most of the native civil and criminal cases in the territory are handled by them.

A comprehensive account of the judicial organization of the Territory,
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the constitution of the courts, methods of trial, etc., is to be found in the Annual Report to the Trusteeship Council for 1947, pages 36-41.

7. Municipalities, Townships and Minor Settlements

Legislation, opening the way to the establishment of municipalities, operating on revenues from rating systems, was passed in 1946. Only one municipality, Dar-es-Salaam, is at present envisaged for the near future. The Municipalities Ordinance, 1946, empowers the Governor-in-Council to establish municipalities and rural districts, provides for the appointment of Councils and permits the introduction of rating systems. It allows executive and legislative powers to the projected municipal councils. Members of the Dar-es-Salaam Municipal Council will be nominated by the Governor and will consist of four European members, four African members, four Asian members, one Arab member, one representative of the High Commission of East Africa (European), and one representative of Government (European).

In the more important towns, which still have the statutory status of townships, the executive functions of local government are carried out by "Township Authorities", with official and non-official membership. Non-official members are nominated by the President of the Township Authority and approved by the Provincial Commissioner, except in the cases of Dar-es-Salaam and Tanga, where all members are nominated by the Governor. Membership on the Tanga Township Authority consists of the District Commissioner as Chairman, Executive Engineer of the Public Works Department, Medical Officer of Health, Surveyor, Municipal Secretary, three non-official Europeans, two non-official Indians, one non-official Arab and one non-official African.

In the more important townships, including Dar-es-Salaam, the system of ward councils composed of Africans to advise on African interests has been inaugurated and it is Government intention to expand this system. Membership on ward councils consists of a number of headmen of the township together with a number of "responsible citizens". Election to these ward councils is by selection of "suitable persons" and the nomination of representatives from certain associations.

Minor Settlements, usually in the lesser towns, may either be within or without the jurisdiction of a Native Authority. Where a minor settlement is within such jurisdiction, the Native Authority exercises the same powers over the native inhabitants of the settlement as over those elsewhere in his area. He does not exercise any jurisdiction over the non-natives, except to require them in cases approved by the Provincial Commissioner to comply with Minor Settlement Rules. Non-natives may be required to pay a sanitary rate to
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the District Commissioner, which is usually refunded to the Native Authority for sanitary services rendered. Where a Minor Settlement is situated outside the jurisdiction of a Native Authority, the Authority is nominated by the Provincial Commissioner, and consists of from three to seven persons, normally residents of all sections of the population in the Settlement. Such Authority has power to enforce Minor Settlement Rules which may be applied to the Settlement.

C. NATIVE ADMINISTRATION

1. Native Authorities

By far the greater proportion of the native population of Tanganyika is subject to a system of "indirect rule" which has been in force since 1925 and is regarded by its exponents as the best possible starting point for evolution towards self-government. Indirect rule involves the maximum possible use of traditional tribal authorities, institutions, laws and custom as a mean of administering native peoples, rather than the application of purely European laws and systems of government. In simplest terms, while the Central Government retains supreme authority and exercises general supervision and control, responsibility and authority for the well-being of the African peoples are placed largely in the hands of their traditional and hereditary leaders, who have the power to issue local rules and orders, to dispose of considerable public funds and to administer justice.

The establishment of indirect rule has been a process of restoration. As explained by the Secretary for African Affairs, "The policy of the German administration prior to the 1914-1918 war was to replace the indigenous system of native government by "Jumbes" or Area Headmen directly appointed by the Government to rule as Government Agents. This system was introduced generally with the exception of the Bukoba District. In 1925 this system was abandoned, and under the policy of "Indirect Rule" every endeavour was made to resuscitate the original indigenous native administration."

In a process that is still continuing, the administration set out to ascertain tribal areas, distinguish the natural groupings of the people, eliminate petty divisions, establish the hereditary authorities and in some cases reinstate ruling families whose authority had been lost. In this way a large number of local "native authorities" were set up throughout the greater part of the Territory. Their powers and functions were defined by ordinance; each was given funds, in the form of a rebate from the Native House and Poll Tax, as the nucleus of a Native Treasury; and each was allowed to function as a court of justice, operating on native rather than European law. General supervision, and a considerable degree of specific

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control, was retained over the native administrative activities and expenditure and the native courts, however, by the Provincial Commissioners and District Officers on behalf of the Governor.

This degree of European supervision is regarded by the Government as a task of "advising and guiding the Native Authorities in the discharge of their administrative and executive functions, and of assisting them to assume greater responsibilities in the field of local government as a step in the advance towards eventual self-government or independence". (Annual Report to Trusteeship Council for 1947.)

The jurisdiction and duties of the native authorities are laid down in the Native Authority Ordinance, 1926. Their establishment is the prerogative of the Governor, and their powers may be limited by him. Of their general duties and powers, the Ordinance states that "It shall be the duty of every native authority to perform the obligations by **this** Ordinance imposed and generally to maintain order and good government among the natives residing or being in **the** area over which his authority **extends** and for the fulfilment of this duty he shall have and exercise over such natives the powers by this Ordinance conferred, in addition to such powers as may be vested in him by virtue of any law or native custom for the time being in force".

The Ordinance empowers the Native Authority to issue orders in his area for the control of **liquor, gambling and firearms; the prevention of disturbances; the control of water supplies, tree-cutting and diseases.** He has power to engage paid labour for essential public works and to control the migration of natives into and out of his territory. He may order any native to cultivate land sufficiently to feed **the** native and his dependents. In the event of the threat of a famine he may require any able-bodied male native to work on approved projects; he may move natives to places where they can be more conveniently fed; and he may control the production and movement of food. The right is reserved to Provincial Commissioners and Administrative Officers to revoke any orders which they believe to have been wrongfully issued, and similarly to issue orders deemed necessary to good order and government, which the Native Authorities may have neglected or refused to issue themselves.

The Ordinance lays down penalties for offences against the orders, directions and powers of the Native Authorities - and penalties also for the Authorities themselves in the event of dereliction of their duties. It also, in general terms, empowers the Native Authorities to "make rules ... providing for the peace, good order and welfare" of the natives within his jurisdiction.

Under the direct supervision of the provincial administration, the Native Authorities are responsible for the collection of the native taxes (House and Poll Tax).

There are four classes of native authority, as follows: -

- (i) Chief Native Authority, or "paramount chief", who is recognized as the supreme leader of a number of sections of tribes or of tribes closely associated with one another, and who usually has subordinate chiefs under him.
- (ii) Certain federations of chiefs are recognized as native authorities. They are formed by the amalgamation of a number of lesser administrative units. Each contributes whatever organization it may possess, and while each chief retains independent executive powers in his own unit, they combine for certain purposes, principally to form joint treasuries, pass rules applicable throughout the federation, and act as Courts of Appeal.
- (iii) Tribal councils are formed by the association of petty chiefs and village headmen belonging to the same units. Each retains executive freedom in his own area, but does not possess the resources to maintain a separate administration. Together they form a common treasury, and in most cases they constitute a Court of Appeal.
- (iv) The smallest class of native authority is the small chief or village headman in a more or less isolated tribal area which recognizes no wider political authority. If recognized, each is allowed limited powers and possesses a small treasury.

Each chief or headman obtains his position by the customary usage of his community, whether it be hereditary or by selection, and the administration intervenes in this regard only where disputes arise as to succession.

The wide variety of native administrations is explained by the Secretary for African Affairs on the grounds that "Government has always accepted that traditional systems are fully fluid and capable of development along very diverse lines, and rather than attempt to force development along any common line, has allowed each local system to develop in accordance with the wishes of the people concerned and, of course, their historical background. Hence a wide variety in existing structures."

A petition of the Shinyanga Township Africans (T/Pot.2/51) expressed dissatisfaction with the limited powers given to their Native Authority. After a plea for more education to enable Africans to cope with modern problems, the petition states: "... we wish, even at present, that the

Native Authority be given more power to run its own affairs, and once given, the United Nations Organization should see that the Native Authority is respected in its rulings. Of course, that respect should be in accordance with the supervision of the British Government. We wish to point out that even with our present degree of education, Africans should be trusted while performing their duties. It is a well known fact that a man learns through his mistakes, that is why we are of the opinion that once we are given a chance surely we can prove our ability and nobody will regret it."

Certain coastal areas have presented peculiar problems in the setting up of native administration, in that they originally contained a multiplicity of petty headmen or clan elders with vague traditional jurisdiction over ill-defined areas. Attempts were first made to centralize authority by the establishment of regional councils of headmen but they were said to have proved incapable of meeting the administrative requirements. They have now been replaced by Liwales, or area headmen, selected in consultation with the people of the area. There are some other areas in which the petty rulers have proved so unsatisfactory that it has been necessary to appoint "Advisers" to assist them. A petition of the African Association of Dar-es-Salaam (See document T/218 Add.1) complains of "the appointment and existence of non-native Liwales and their courts termed as 'Native Court'. This was possible in the past but at present we feel that the time is ripe for the Africans to vote for their own African Liwales as well as becoming owners of Native Courts". The administration states that it is now making efforts to devise an acceptable and more efficient form of Native Administration for such areas.

The position of the Native Authorities in relation to the Central Government is not precisely defined. Administratively the position and functions of the Native Authorities are set out in the Native Authority Ordinance, summarized above. A High Court ruling on appeal some years before the war - the Chagga Rule case - laid down that the Native Authorities were not an integral part of Government, though accepted as a part of the Government machinery. It was stated by the Secretary for African Affairs that "In practice the Native Administrations are regarded de facto as parts of Government. They are not, however, accorded freedom from Customs duties on imports needed for their own local works, except where such are undertaken directly on Government's behalf. This position is at the moment under review."

The Mission held meetings with African members of several Native Authorities. It found that while political development was sporadic and

uneven in those parts of the Territory which it visited, there was ample evidence of efforts by officials to direct it into appropriate channels. Two interesting and potentially important organizations, the Sukumaland Federation and the Chagga Native Authority Council for instance, were discussed at some length. With the exception of these developments, the Mission's impressions - particularly in the Central, Western and Tanga Provinces which it is admitted were based upon very short visits - were of grave political weakness among the Native Authorities or, as one member of the Mission stated, "an emptiness from the political point of view."

Because the Sukumaland Federation is considered as one of the most significant recent political developments in Tanganyika, a short description may be of interest. The Sukumaland area was visited by the Mission on 17 and 18 August.

The Sukuma have been characterized as a highly conservative people with an essentially feudalistic social structure and administration. Prior to the new federation, the Sukuma Chiefs had been grouped into four regional federations in the Shinyanga, Kwimba, Maswa and Mwanza Districts. As far back as 1933 the Chiefs had requested a federation; such a step seemed very difficult at the time because of their divergent interests. The Chiefs met once more and it was decided that thereafter meetings should take place every six months. There were no further meetings, however, and it was thought that in any case such meetings would have been ineffective as they possessed neither executive nor financial powers.

In 1942 several chiefs of the Maswa District came together for the building of a dam. They invited to their meeting some of the Shinyanga and Kwimba Chiefs. This is now looked upon as the real beginning of the present Federation. In 1945 investigations were made by the Administration in each district and meetings were held with the Chiefs to see if there was general approval of the idea of federation and to see if a headquarters could be chosen. It was found at the end of these investigations that there was a widespread enthusiasm for the idea of a federation. It was then decided that Malya which is almost the geographical centre of the area included in the federation should be the headquarters.

The Federation comprises 51 chiefdoms with a population of nearly a million, covering three entire districts and part of a fourth.

The smallest chiefdom in the Federation consists of two villages with 250 taxpayers; the largest has 22,000 taxpayers. The Chiefs sit as a Federal Council to perform the functions of a supreme Native Authority in Sukumaland and to deal with matters of policy and legislation and to control

/the amalgamated

the amalgamated treasury. The Federal Council sits twice a year.

Most of the Council's executive functions are performed through an Executive Committee consisting of 14 to 15 members which meets three times a year.

There is an amalgamated treasury, and each district forms a sub-treasury to which each Chief in the Federation is responsible for the collection of local revenue in his own area.

The whole Sukumaland area is treated as one entity in the care of a senior administrative officer who is responsible to the Provincial Commissioner.

There had been much discussion as to which powers should be left in the hands of the individual chiefs and which should be given to the Federation as a whole. In general all powers of broad policy are given to the Federal Council, while other matters are left in the hands of the individual chiefs who retain their authority and responsibility as Native Authorities. The Sukumaland Federal Council is essentially a federation of Chiefs, not a federation of federations.

During the initial period of the formation of the Federation, many administrative officers feared that it might lead to an autocracy of the chiefs. In their own areas, the chiefs had advisers and a degree of pressure could be brought to bear upon them by the population. It was feared that once the chiefs left their own areas, the safeguards of their advisers and their peoples against autocratic behaviour would be removed. After the first few meetings of the chiefs, it was suggested by the administration that people's representatives should also be sent to these meetings. Eventually it was decided that the chosen leaders of the young men in each chiefdom (known as the "great commoners") should, through indirect selection, choose the men to assist the Chiefs at Federation conferences. It is anticipated that there will be from 65 to 70 of such assistants who will attend meetings for the first time in November, 1948.

The members of the Visiting Mission inquired as to whether the administration intended to draw up a written constitution for the Sukumaland Federation. The Provincial Commissioner, replied that this was not envisaged. The Sukumaland Federation had been recognized as a Native Authority and would itself work out the division of powers generally and individually. The financial powers were already settled and there was a common Native Treasury. The judicial powers had not yet been settled. It was thought that there would not be a Central Court of Appeal, but that a body of Chiefs would act as adviser to the European officer in charge. A survey was at

present being carried out in Sukumaland on native law; it appeared that there was approximately 90 per cent similarity and 10 per cent dissimilarity in native law of the entire area. Until this work was complete there could not be a Central Court.

Another question to be settled was by what majority decisions should be taken during the meetings of the Chiefs. The usual practice was for them to reach a unanimous decision and the meetings were, as yet, informal.

The reorganization of the Chagga Native Authority Council also deserves some comment, particularly since it points up the administration's recent efforts to broaden the basis of representation in Native Authority councils to include "commoners", educated Africans, and "progressive elements". It was stated that similar developments were also taking place in the North Mara Council in the Lake Province, in the Bukoba District, and in the Uzaramo Tribal Council in the Eastern Province, as well as in certain other areas.

Until 1946 the Chagga tribe was divided into nineteen separate chiefdoms with mutually jealous independent chiefs "whose personal frictions were undermining their usefulness and who showed signs of losing the confidence of their people". The reorganization replaced the numerous chiefs by three paramount chiefs of the three main divisions of the Chagga, with sub-chiefs under them over the former chiefs' area. Each of the three main divisions maintains a Divisional Council composed of the paramount chief, a deputy-chief, various sub-chiefs and two Councillors from each sub-chiefdom; of the Councillors one is selected by the paramount chief and the other is chosen by the people. The new Chagga Native Authority Council consists of the three paramount chiefs, their deputy-chiefs and one Councillor from each sub-chiefdom chosen by the paramount chief concerned. Although the paramount chiefs themselves form the Council no decision is valid unless at least two paramount chiefs and the deputy-chief of the third Division and one Councillor from each Division is present.

In the future, new paramount chiefs will be selected by the Divisional Council concerned; such an appointment, however, will require the approval of and recognition by the Governor. Deputy chiefs will be chosen by the Divisional Councils and sub-chiefs will be selected by the major chief on the advice of his Divisional Council; both of these appointments will require the approval of the Provisional Commissioner.

In the past, sub-chiefs (the old chiefs) were elected by their people from a ruling family. The paramount chief now has the power of appointing sub-chiefs from outside this family if no member is suitable for the post and the appointment is acceptable to his Divisional Council and, of course, to the Provincial Commissioner. Such appointments will be longer be for life

but for such time as, in the opinion of the Paramount-Chief, his Divisional Council and the Provincial Commissioner, the duties of the office are efficiently discharged.

This new system is seen as providing "opportunities for the more educated and progressive Chagga who do not happen to belong to one of the ruling families to take their part in the important work of administering the tribe."

The Mission met with the Chagga Native Authority Council on 10 September. It was impressed by the high level of the discussions, the force of arguments presented, the co-operative attitude during debate, and the parliamentary procedure which, at one point, involved the taking of a vote. In the opinion of the Mission, based on its limited experience in the Territory, the Chagga appear to be the furthest advanced toward the goal of self-government.

In contrast to the Chagga organization, the promise of the Sukumaland Federation and recent developments among a few other groups, the other Native Authorities in the parts of the Territory covered by the Mission seemed as yet to have advanced but little along the road to modern political responsibility.

The Mission was concerned with the tendency of Native Administrations, even in the form of federations, to develop in isolation from each other, which it felt might result in a separation and provincialism inimical to the unity necessary for political advancement. This concern was not felt to the same degree by responsible administration officials who thought that the establishment of tribal federations would serve as examples to other areas to federate; in addition, the administration felt that a series of other factors were operating in the Territory to combat the tendency toward isolationism. Several Africans expressed the same concern as did the Mission and the Mission was impressed by their proposals to establish a series of district and provincial councils, headed by a territorial Council which would serve to unite the Africans of the Territory.

A petition from the Chagga Native Authority Council (See document T/218/Add.1) on this subject states that "... with the rapid development of the Territory. ... we feel that the time has now come when, as far as possible, matters affecting the different tribes should develop on common lines. At present we have Native Authorities and these confine themselves to matters affecting their respective tribes in the districts only. There is not at present a body through which the opinion of the African people in this territory can be voiced nor is there any other way for the natives through which matters of interest for the territory, such as education, agriculture, industry and economics, can be expressed. Any development

of a country depends on the people of that country being able to co-operate in and exchange views on all matters affecting the progress of their country." The petition then suggests the establishment of District and Provincial Councils and a Territorial Council. The District Councils would be composed of representatives elected by each Native Authority, and "All matters discussed at District Councils which are of interest to the development of Africans in the Province should be submitted to the Provincial Councils..." A Territorial Council, composed of members elected by each Provincial Council, would consider "all matters concerning the development of Africans in the Territory" and "should be empowered to deal direct with the Secretary for African Affairs". The petition also suggests that a Central Native Treasury be established, financed by contributions from each Native Treasury, to "be responsible for all expenses in connexion with the Provincial and Territorial Councils."

The question of the establishment of such councils was raised by one of the African members in the Legislative Council in March, 1946. At that time the Government replied that the matter was under consideration, but at a meeting with the Acting Governor and the Acting Chief Secretary in Dar-es-Salaam on 16 September, the Mission was informed that a number of district councils had been established for some time and that it was Government policy to extend the number of such councils. It was stated by the Acting Chief Secretary that the next immediate task would be the establishment of Provincial Councils in the near future starting with one in the Lake Province and tentative plans toward that end had already been formulated. However, neither the Acting Governor nor the Acting Chief Secretary had envisaged the establishment of a Territorial Council, certainly not within the foreseeable future. It was conceivable, however, that if the system of District and Provincial Councils proved successful, African representatives on the Legislative Council might be chosen from the Provincial Councils, with the approval of the Governor.

The Mission was also concerned with the problem of the integration of educated Africans into the political and administrative life of the Territory. Government spokesmen stated that this problem was keenly appreciated by them, particularly in view of the almost feudal conservatism of some tribes and their opposition to the participation of educated Africans in their Councils. However, it was the firm policy of Government to include educated elements in local government wherever possible and it had had recent success in this respect in a few instances, notably in Bukoba and among the Chagga. Educated Africans were also to be found on

Township Authorities as at Dar-es-Salaam and Tanga. Administration policy was to encourage and help educated Africans in every way possible.

2. Native Treasuries

The native treasury is an essential feature of the system of native administration. It takes the place of the traditional "tribute and service" which the chiefs once received from their people and held in trust on behalf of the community. At the behest of a number of chiefs the British administration decided to convert tribute into a money payment by increasing native taxes where necessary and returning a rebate to the chiefs. On the introduction of indirect rule, however, the Government decided that instead of being paid to the chiefs for their own personal use this rebate should be used to form a native treasury in each of the new native administrations.

In addition to the tax rebate - which amounts to between twenty-five and forty per cent of the revenue from the Native House and Poll Tax - the native treasuries are credited with the receipts from the native courts and the fees imposed by the native administrations, such as marriage and divorce fees, ferry dues and market fees.

The basis of control is that expenditure may be incurred only in accordance with the annual estimates which are approved by the Provincial Commissioner on behalf of the Government, and compliance with this rule is ensured by arranging that Native Treasury Bank Accounts can be operated only under the counter-signature of an Administrative Officer.

It follows that the key point at which administrative control is exercised is when the Native Treasury Budgets are being framed. According to the Secretary for African Affairs, "In their present stage of development there are very few, even among the most educated of the Native Authorities in the Territory, who can prepare an intelligent draft estimate, and many who cannot yet really understand one. Hence in most cases the procedure is for the District Commissioner to prepare a draft budget after preliminary discussions with the Native Authorities, and then explain to them the necessity for the various items included and why he has or has not been able to include their suggestions. In the minority of cases in which the Native Authorities themselves produce a draft budget he has then to discuss it with them and to explain such modifications as may be necessary before the Provincial Commissioner can reasonably be expected to give his approval".

There is no statutory control of the Native Treasuries, which are not operated under any law or legal authority, but are controlled and managed on a purely administrative basis. Native Treasury accounts have recently been brought under the general supervision of the Director of Audit. The

administration is now considering legal sanction for the operation of Native Treasury transactions.

The funds of native treasuries have grown considerably since the establishment of the system of native administration. Revenue increased from £145,000 in 1927-28 to £453,000 in 1947 and expenditures from £156,000 to £514,000. In addition, the treasuries carry forward from year to year reserved now totalling more than £400,000.

In 1947, slightly more than one-half of the estimated native treasury revenues were derived from the rebate of Native House and Poll Tax, which ranks second to customs and excise as the chief source of the entire revenue of the Territory. Receipts from the native tax in 1947 were estimated at £770,000, of which £251,000 was to be returned to the native treasuries.

There is one exception to this rebate system; in the Moshi district a local rating system has been substituted for the rebate; tax is still collected for the Territorial Treasury, but on a reduced scale. The Government has expressed the intention of extending the local rating system as circumstances permit.

Native court fees, market, ferry and similar local dues are the next largest source of native treasury revenue. The third source comes from grants-in-aid from the Central Government, mainly for educational purposes. Under the Ten-Year Development and Welfare Plan for the Territory, the granting of loans to Native Authorities is also contemplated.

"Personal emoluments" absorb a substantial proportion of native treasury expenditure - nearly one-half in 1947 - but not so great as in 1927-28 when two-thirds of the expenditure came under this heading. The chiefs are allowed fixed salaries of varying amounts; sub-chiefs, headmen, clerks, messengers, medical and other staff are also paid regular salaries. The balance is devoted to the erection and maintenance of schools, hospitals, dispensaries, maternity clinics and court houses; stock and seed farms, purchase of drugs, repair of native roads and bridges, afforestations, tsetse control and other public works and services.

3. Native Courts

After the establishment of the system of indirect rule, the desirability became apparent of placing the Native Courts under the exclusive supervision of the administrative officers in their administrative capacity rather than in their capacity as officers of the High Court. The Native Courts had been treated as a part of the ordinary machine for the administration of justice in the Territory; but the keystone of native administration is the traditional authority of the chiefs and elders, and an essential part of that

authority is the exercise of judicial functions by the Chief and his Council. The Government took the view that the idea that there should be some other authority within the tribe would be beyond the understanding of the people. Moreover, although the natives had in theory the right of appeal to the High Court, machinery for such an appeal was lacking; and the High Court had no opportunity of becoming acquainted with native law or of receiving the necessary evidence.

Thus, in 1929, a Native Courts Ordinance was passed which removed the Native Courts from the supervision of the High Courts and placed them under the supervision of the administrative officers. Briefly, the provisions of the ordinance are as follows:

Subject to the approval of the Governor, a Provisional Commissioner may establish within his province such native courts, with both civil and criminal jurisdiction, as he thinks fit, to exercise over natives such jurisdiction as may be defined in the warrant. Native Courts are to be constituted in accordance with local native law and customs. Certain classes of cases, for instance murder and manslaughter and other serious crimes, certain marriage cases, and offences committed in townships, are excluded from the ordinary jurisdiction of a native court, and any native or class of native may be placed outside its jurisdiction. Provincial Commissioners and District Officers have at all times access to native courts and have powers of revision in all cases tried by them. Provision is also made for the appointment of native courts of appeal, and for appeals from native courts to a District Officer and from him to a Provincial Commissioner and thence to the Governor himself.

In addition to their normal function of trying cases, the native courts also modify tribal customary law where modern conditions render it necessary. A further account of the Native Courts system may be found in the Annual Report to the Trusteeship Council for 1947 (pages 40, 41).

In 1947 according to the Annual Reports of the Provincial Commissioners 105, 155 cases were tried by the Native Courts. These were divided almost equally between civil and criminal cases, and 73,928 convictions were recorded. The punishment in 65,542 cases was a fine; in 4,938 cases imprisonment; in 528 cases whipping; in 554 cases fine and imprisonment; in 620 cases whipping and imprisonment and in 41 cases fine and whipping.

Of the convictions, 29,850 were for offences against orders made under Section 8 of the Native Authority Ordinance. In this category, 10,467 were for offences relating to adequate supply of food for maintenance of dependents; 2,797 were in relation to anti-soil erosion, 2,051 in relation to

intoxicating liquors, 2,040 against native law and custom, 1,215 were for offences against cotton cultivation. Of other convictions, 12,790 were for offences against persons; 8,797 against property, 6,149 against marriage laws, 6,184 against Native Authority rules; 7,238 against Ordinances; 1,344 against laws, and 1,576 against native laws and customs not otherwise included.

Appeals were made in 7,195 cases. Of these, 5,535 went to the Native Appeal Court; 1,423 to District Officers, 201 to Provincial Commissioners and 36 to the Governor. The appeals were allowed in 2,077 cases and were pending in 1,473 cases. Of those dealt with, proceedings were quashed in 228 cases, and sentence reduced in 366 cases and enhanced in 137 others.

In Dar-es-Salaam, the Mission inquired of Government officials whether the administration intended to codify native law. The Acting Chief Secretary stated that this was an extremely difficult problem since there were wide variations in native law throughout the Territory; however, attempts were at present being made in that direction in respect of Sukuma and Haya law. The first problem was to amass a body of sound case law; the administration was now moving in this direction. Furthermore, the peoples themselves were pressing for law unification since tribes were coming more and more into contact and new business situations between tribes having diverse native laws demanded a system of law which would be understood and binding in such circumstances.

4. General Remarks

Reference should be made to the freedom of political expression which the Mission noted throughout the Territory. Whether administrative officers were present or not, African officials, notables and commoners presented complaints and their points of view with vigour and force. This not only speaks well for the Administering Authority which, in addition to permitting such expression has also apparently encouraged it, but augurs well for the political development of the Territory once the inhabitants are given greater opportunities to acquire the necessary qualifications and to express themselves in a wider political arena.

D. OBSERVATIONS AND CONCLUSIONS

1. The Mission notes that the political progress of Africans in Tanganyika has proceeded slowly. Only since December, 1945, have Africans taken seats in the Legislative Council, and the positions they occupy in the administrative machinery of the Territory are largely of a minor nature. The importance of an expanding educational system as a means of providing

the necessary qualifications is recognized by the Administering Authority, and plans for the immediate future include some extension of secondary education and opportunity for special training both within and beyond the Territory. Such educational opportunities, however, do not appear to the Mission to be sufficient for a programme of substantial and assured political advancement. The Mission therefore suggests that this programme might now be broadened and accelerated.

2. The Native Administrations visited, with few exceptions such as the Chagga Native Authority and the Sukumaland Federation, appear generally to the Mission to be weak and unprepared for progressive development toward self-governing institutions. It is also the view of the Mission that the present dual system of Central Government and Native Administration should at some point merge into one along the road of political advancement. Of the manner in which this twin system will eventually develop, little positive information is available from the Administering Authority and responsible administration officials hesitate to discuss long range plans of political development in Tanganyika. The goal of self-government or independence is stated and repeatedly affirmed; there is a degree of definitiveness about very immediate next steps, far less assurance concerning the steps to follow, and an apparent void beyond that to the ultimate goal.

In a memorandum on political development requested by the Mission, the Secretary for African Affairs states:

"The establishment of a stable and efficient - and to some extent integrated - system of local government is an essential first step (toward self-government), and will occupy all the Government's efforts and attention for a long time ahead. Steps to this end are being taken at all levels, from the increase in African representation in the Legislative Council down to the association of the new generation with the advisory councils of the smallest chiefs, but it is unreal to talk of the implementation of policy towards the specific long term aims of self-government at this stage. Discussions of self-government at this juncture which may tend to deflect ill-advised African effort from those channels in which it can really advance African interests may be undesirable. An important part played by local governments at present is to provide a training ground in which an increasing number of Africans may develop the capacity and character which must become so much more general among them before any talk of self-government ceases to be purely academic."

/In respect

In respect of the immediate development of the structure of Native Authorities, the memorandum states: "This is a field in which there is wide scope for speculation, but little profit in it ..." "The general direction of development will undoubtedly be towards aggregation of smaller into larger units and increasing democratization, but cannot be expected to extend beyond tribal limits for some time yet."

It seems to the Mission that this lack of political planning beyond immediate steps, even in general terms, cannot but have an **adverse effect** on the rate of progress toward the goal of self-government or independence.

3. The precise manner in which the various native administrations are to be brought into relationship with each other and the manner in which they are to be closely integrated with the Central Government constitute key problems for the Administration to which the Mission feels close attention might now be given.

The Mission feels in regard to the present stage of the policy of indirect rule, that the growth of Native Authorities, and their development into isolated larger bodies such as federations, may lead to a tribal separation which may be inimical to the unity necessary for political advancement.

The Mission submits for consideration their opinion that a full system of District* and Provincial Councils should be established as soon as possible for the purpose of bringing together Africans and the other communities for their co-operation in matters of common concern. The creation of an African Territorial Council for Tanganyika might also be considered by the administration on which representative Africans could co-operate and exchange views on all matters affecting their own welfare and the progress of the Territory; the members of such a Council should, if possible, be elected by the peoples, perhaps at first by an indirect electoral system through the African representatives of the proposed Provincial Councils.

In regard to the administration's proposals for the establishment of Provincial Councils, the Mission thinks that they might be created very shortly and extended to all Provinces. It is the opinion of the Mission,

* It is the opinion of the Mission that District Councils would not be necessary in areas, such as those inhabited by the Sukuma, where councils already exist on a geographical basis larger than a single district.

however, that the proposed Provincial Councils should be important organs whose jurisdiction should include broad legislative, executive and financial powers. A Council with restricted jurisdiction and merely advisory functions might fail to command the respect of the people or serve as an adequate training ground for political advancement.

African representation on the proposed Provincial Councils, the Mission feels, should be considerably larger than that of the European or Indian community since the proportion of African problems and interests and the numerical superiority of Africans greatly exceed that of the other two groups. The Mission is of the opinion that the African members might either be chosen by the peoples themselves or, if thought necessary, at first selected by the Provincial Commissioner from a panel of candidates presented by the people. Should this latter system be adopted, it is hoped that it will serve only as a short interim measure.

4. In respect of the Legislative Council, the Mission notes the assurance of the Administering Authority that African representation will continue to be increased toward the goal of one African member from each of the eight provinces. The Mission feels that this increase should occur within the near future, without a proportionate increase in the non-official members of the other two communities, so that in the resulting non-official representation there would be a majority of African members.

The Mission concurs with the views expressed by numerous Africans and others that the present African members are not truly representative of all the Africans of the Territory. It is the Mission's opinion that an electoral system should be introduced for the selection of African members of the Council, who will be truly representative and responsive to the needs and wishes of the people of the Territory. An initial step in this direction may be taken, as the Administering Authority suggests, through an indirect electoral system through the African representatives on the proposed Provincial Councils and the Mission feels that African members of the Legislative Council selected in this manner should not require the approval of the Governor.

It appears to the Mission that the policy in respect of representation on the Legislative Council should be progressively toward a membership based upon a proportional electoral system. It expresses the hope that the composition of the Council may be progressively modified towards that goal.

The Mission suggests for consideration that Kiswahili be adopted as a second official and working language of the Legislative Council in order that African members would not be penalized for lack of proficiency in English.

5. The Mission suggests that, concurrent with the broadening of the Legislative Council, African members might also be accorded seats on the Executive Council as well.
6. The Mission is of the opinion that consideration might be given to the appointment of an adequate number of Africans as members of special committees and boards of the Government, such as the Labour Board and the Coffee, Cotton and Economic Control Boards.
7. The Mission concurs with the policy of the Administering Authority to appoint Africans to higher administrative posts as soon as men with the proper qualifications become available, and feels that this policy should be extended and accelerated.
8. The policy of the Administering Authority to make native law more uniform appears to the Mission as one which should be encouraged and extended as soon as possible throughout the Territory.
9. The Mission concurs with the policy of the Administering Authority to aid and encourage the integration of educated Africans into the political and administrative life of the Territory and particularly their inclusion in the councils and political structure of the Native Authorities, and being of the opinion that the participation of educated Africans in local and central government should be encouraged feels that special attention should continue to be devoted to this problem.
10. The Mission notes with appreciation the steps already taken by the Administering Authority to make known to the peoples of the Territory the terms of the Trusteeship Agreement and the basic objectives of the International Trusteeship System. The Mission feels, however, that this knowledge should be systematically disseminated to all groups throughout the Territory. To this end it suggests that the Administering Authority should implement the terms of the resolution adopted by the Trusteeship Council at the 19th meeting of its third session so that the inhabitants may become fully aware of the aims and activities of the United Nations and of the special status of Tanganyika as a Trust Territory in the International Trusteeship System.
11. It follows from the above observations, that the Mission is of the opinion that the Administering Authority might facilitate activities in preparing the inhabitants for self-government or independence. It appears to the Mission that the overwhelming majority of the Africans are not yet capable and, under existing conditions, will not be capable for some considerable time to come, of assuming full political responsibility. Therefore, the Mission considers that the Administering Authority might now give urgent consideration to the formulation of appropriate measures for

accelerating the development of the inhabitants of Tanganyika toward self-government or independence. It is in this hope that the Mission submits these observations and suggestions to the Trusteeship Council for consideration when studying this section of its Report.

CHAPTER II

INTER-TERRITORIAL ORGANIZATION *

A. INTRODUCTION

It has not been possible for the Mission to undertake a thorough study of all the services which are scheduled to come within the jurisdiction of the High Commission and the Central Assembly. While in Dar-es-Salaam, the Mission had asked for the constitutions, basic instruments, enabling acts and other documents relating to these services. It received a certain amount of information which enables it to give to the Trusteeship Council a general idea of the services under the Inter-Territorial Organization.

Section B of this chapter refers more particularly to information on the Customs and Excise Department, the Railways and Ports Services and the Posts and Telegraphs Service. Some information is also given concerning the Industrial Council and Makerere College. Finally, Section B includes information received in Paris by the Mission on a certain number of other services conducted wholly or partially on an Inter-Territorial basis, which was received too late, however, to enable the Mission to undertake a closer examination.

The Mission feels that in order to understand the Inter-Territorial Organization more thoroughly, it is essential for the Trusteeship Council to have more detailed information on all services.

B. SERVICES UNDER THE HIGH COMMISSION AND EAST AFRICAN CENTRAL LEGISLATURE

1. Amalgamation of the Tanganyika Customs Department with that of Kenya and Uganda.

The Customs Departments of Uganda and Kenya were amalgamated in 1917 and since 1923 the Customs Tariffs of Kenya, Uganda and Tanganyika have been practically identical.

In 1923, provision was also made for the duty free interchange of the produce of the three Territories. Since 1930 there has been provision in these Territories for the imposition of additional duties, known as "suspended" duties on such commodities as bacon, butter, wheat, rice and others which are produced or manufactured in one of the three Territories. These duties may be imposed, raised or revoked unilaterally, giving to each territory control or protection over the local produce as desired.

* See annex 1 - "Historical summary of events preceding present Inter-Territorial Organisation", and annex 2 - "Summary of Discussion in the Tanganyika Legislative Council on Colonial Papers Nos. 191 and 210".

As far as Tanganyika is concerned, the bulk of its Customs revenue is collected at the ports of entry within the Territory, and the Territory receives an important sum annually in the form of revenue transferred from the other Territories. In 1946, Kenya collected 60 per cent of the total Customs and Excise revenue of the three Territories and received about 50 per cent. Uganda collected 22 per cent and received 23 per cent. Tanganyika collected 18 per cent and received nearly 27 per cent of the total revenue. On the other hand, the expenditure incurred on account of the Customs Department in 1946 by the Kenya Government represented 48.8 per cent by the Uganda Government 22.3 per cent and by Tanganyika 28.9 per cent.

The estimates of revenue from Customs and Excise sources in 1948 (omitting the revenue from Export duties in Tanganyika as there are no similar duties in Kenya and Uganda) were: Kenya, £3,798,000, Uganda £1,758,000 and Tanganyika £1,766,000, a total of £7,322,000 for the year 1948. These figures represent approximately 52 per cent of the combined revenue for Kenya, 24 per cent for Uganda and 24 per cent for Tanganyika.

Paragraph 25 of Colonial Paper No. 210 proposed that the Tanganyika Customs Department and the Kenya and Uganda Customs Department should be amalgamated. Sessional Paper No. 3 of 1948 approved by the Tanganyika Legislative Council, contains proposals for such a scheme of amalgamation. The proposals were prepared by the Commissioner of Customs, Kenya and Uganda (until recently Comptroller of Customs, Tanganyika). The introduction of the Sessional Paper states that these proposals with certain minor modifications and a reservation that Tanganyika Territory should retain the power to impose "suspended" duties as at present afforded by Ordinance No. 16 of 1930, are acceptable to the Tanganyika Government. When the scheme for amalgamation has been approved by the three local legislatures, the date of the assumption by the East African High Commission of executive jurisdiction over the combined departments will be fixed by agreement between the three Governments.

In Sessional Paper No.3 it is proposed "that the revenue to accrue to each Territory should be such amount as is arrived at after deduction of the total expenditure of the combined Department from the revenue received, and then divided in proportion to the total net duty collected on goods retained for Home Consumption in each Territory, including any duty on goods re-exported on which no drawback was paid ...".

It is also proposed that "... the Headquarters of the East African Customs and Excise Department should be in Kenya".

It is recommended that there should be a Regional Commissioner in each Territory in charge of the Department's activities in that area, and, as far

/as Tanganyika

as Tanganyika is concerned, provision for an additional collector to enable one to be stationed in Dar-es-Salaam, as Staff Officer and Assistant to the Regional Commissioner.

Sessional Paper No.3 further states: "Under amalgamation conditions the three Territories will form one Customs group and the procedure followed in Tanganyika as a 'foreign country' will continue in respect of control of the Transfer Traffic to and from that Territory. A similar procedure will be introduced in Uganda so that in each Territory the local staff will safeguard the revenue due to that Territory from the Transfer Traffic ...".

"For purposes of disciplinary and financial control the joint Customs and Excise Department will operate as a scheduled service under the jurisdiction of the High Commission, and legislation on the lines of the Kenya Revenue Allocation Ordinance No. 10 of 1927 will therefore be necessary to provide for the allocation of the Customs and Excise revenue and expenditure between the three Territories in the group".

2. Amalgamation of the Tanganyika Railways and Ports Services with the Kenya and Uganda Railways and Harbours

Paragraph 27 of Colonial Paper No. 210 proposed the complete amalgamation of the Kenya and Uganda Railways and Harbours Administration and the Tanganyika Railways and Ports Services, the combined administration to have its own capital amount and self-contained budget and common establishment of staff, subject to the approval of the three local Legislatures which, in 1947, accepted in principle the proposals contained in Colonial Paper No.210.

Sessional Paper No. 1 of 1948 adopted by the Legislative Councils of Tanganyika, Kenya and Uganda, contains the scheme of the amalgamation. On 1 May 1948 the East African Railways and Harbours Administration was constituted by a Proclamation under Section 9 (2) and an Order under Section 44 (1) of the East Africa (High Commission) Order in Council 1947.

According to Sessional Paper No. 1 the financial position of the Kenya and Uganda Railways and Harbours is sound and its potential earning capacity is unimpaired; "no risk is involved in taking over the whole assets and liabilities of the Kenya and Uganda Railways and Harbours by the High Commission".

The present financial position of the Tanganyika Railways is stated to be not as favourable as that of the Kenya and Uganda Railways, but its potential earning capacity is considerable owing to the large investments made in connexion with the Groundnuts Scheme, the development of diamond

/and lead

and lead mines and other contemplated mineral exploitation and secondary industries. The Capital Account is £10,500,000 (including ex-German assets valued at £4,880,000) and is considered as low. Provisions for renewals are also considered as inadequate and reserves as insufficient. The Loan position is a total indebtedness of £4,918,170, with annual charges of £309,382. An additional amount of £413,000 was made over by the Tanganyika Government for losses incurred in the years 1919-1921.

Paragraph 12(a) of Sessional Paper 1 states "The proposals submitted are substantially the same as those set out in paragraph 27(2); (3), (4), and (5) of Paper 210".

The relevant portions of these paragraphs read:

"27.

"(2) The member for Transport would be the permanent Chairman of the East African Transport Advisory Council for the combined systems, with two sub-committees, one for Railways, Roads and Inland Water Services and one for Ports and Harbour Services. Co-ordination of policy would be secured through the full Council. In order to function effectively it is essential that this Council should not be unwieldy and limitation is proposed to a total of ten members consisting of the Chairman, two each representing Kenya, Uganda and Tanganyika, appointed by the Officers administering the respective Governments, and three appointed by the High Commission ...

"(3) The annual and supplementary estimate of the services ... would be submitted to the Central Assembly which would perform all the functions in relation to them which are performed by a territorial Legislative Council in relation to the annual and supplementary estimates of a territorial department. The relationship between the combined services and other forms of transport would be decided and controlled by the High Commission and the Central Assembly.

"(4) The executive management of the amalgamated services would be under the direction of a single General Manager. The technical departments would be combined under one head of department in each case. The General Manager of the combined services would not be a member of the Transport Advisory Council, but he would be invited, together with any other technical officer, to be present at such discussions as the Council might think fit.

"(5) The operation of the combined services would follow the existing Order in Council governing the Kenya and Uganda Railways
/and Harbours,

and Harbours, provision being made in the Instrument covering the combined services for the interests of the Territories concerned to be safeguarded in the event of major changes being proposed in railway alignment. The amalgamated services would be non-profit earning and surpluses, after working expenditure and proper provision for renewals and reserves had been met, would be applied to the reduction of transport costs to the public. Working expenditure would include provision for the salary and other expenses of the member for Transport and his staff and for the expenses of the Advisory Council and its sub-committees allocated between the services in suitable proportions".

It is further recommended in Sessional Paper No.1 "that the Kenya and Uganda Railways and Harbours and the Tanganyika Railways and Ports Services should be amalgamated into one combined system to be called 'The East African Railways and Harbours'; and "that the East African Railways and Harbours should take over all the assets and liabilities of the Kenya and Uganda Railways and Harbours and of the Tanganyika Railways and Ports Services, including the repayment to the Tanganyika Government over a period to be agreed, of £413,000 in respect of losses incurred between 1919 and 1920 by the Tanganyika Railways; but that no liability should be accepted in respect of the assessed capital value of ex-German assets".

Sessional Paper No.1 proposed that the East African Transport Advisory Council should be formed on the basis indicated in Colonial Paper No.210 after the amalgamation scheme has been established and that as soon as possible a common rating structure should be established throughout East Africa. The two railways systems are operated under an interim ordinance until agreements have been reached regarding the type of organization required by the combined system, the composition of the Committees and the method of liaison between the Governments and the proposed East African Railways and Harbours Services. Pending approval of the proposed agreements by the member for Transport and their approval by the Tanganyika Government the General Manager of the Tanganyika Railways will not be transferred from Tanganyika.

Finally, it was proposed in Sessional Paper No.1 that the General Manager of the proposed new organization will prepare estimates of receipts and expenditures and other budgetary matters and submit them to the Transport Advisory Council for consideration; they will thereafter be transmitted with the recommendation of the Council to the member for Transport for approval, after which they will be submitted to the Central

/Assembly which

Assembly which may approve or disapprove them or propose such modifications as necessary. The resolution of the Central Assembly will be submitted for the consideration of the High Commission which will take the final decision.

Sessional Paper No.1 states that in respect of loan-raising powers and guarantees consultations with the three Governments would be necessary and the advice of the Transport Advisory Council would be sought.

The Tanganyika Railways and Ports Council considered these recommendations. Three members of the Council, Mr. Carson, Mr. A. C. Chopra and Mr. D. K. Patel, dissented in principle from the amalgamation of the railways, on the grounds that amalgamation was inconsistent with the Trusteeship System and the United Nations Charter.

Taking note of this dissent, the Tanganyika Railways and Ports Council unanimously recommended that, in the event of amalgamation, the economic progress of the inhabitants should be safeguarded and, specifically that certain safeguards should be adopted.

As stated in Sessional Paper No.1, these safeguards are that:

"1. A uniform rating structure should be established throughout East Africa;

"2. The organization of the new undertaking should be designed to meet the requirements of users and the East African Governments, who shall be fully consulted during the next twelve months; and

"3. The Tanganyika Government should consider what steps can appropriately be taken in the interests of the Territory to ensure the movement of Tanganyika produce through Tanganyika ports. Council appreciates that railway rating by itself could not be an effective instrument in ensuring the flow of traffic over a specific route and realizes that direction of the transport user could never be within the competence of the transport administration."

The Tanganyika Railways and Ports Council endorsed the financial proposals.

The recommendations of the Council were considered to be reasonable and were accepted by the Government. The first two safeguards were considered as appropriate and it is stated that they will be "fully observed" by the High Commission and the East African Assembly. "The third safeguard", states the Sessional Paper "can only be applied by the Tanganyika Government which reserves the rights to take such action in this direction as may be necessary to safeguard the interests of the inhabitants of Tanganyika. Any such action would in all probability require the approval of this Legislature".

/It is

It is also of interest to note, according to a declaration made to the Mission by responsible officials of the Tanganyika Railways and Ports Services, that Tanganyika is undertaking the building of new lines (one from Kilina to Mpanda, and another from Lindi to the Southern Province Groundnuts area), while Kenya and Uganda are not at present contemplating the addition of any new lines. The Mission was also informed that freight rates are higher at present in Tanganyika than in Kenya and Uganda; however, the freight traffic is six or seven times heavier in Kenya and Uganda. The advantages of the amalgamation are said to permit a more active interexchange of goods between the three Territories, this interexchange being facilitated by the unification of the freight rates.

It should further be noted that, according to information given to the Mission, the present policy of the Tanganyika administration of building a responsible body of African railway and port employees will be continued under the new organization and the Railways Technical School at Tabora will keep its present status and provide technicians for the Tanganyika Railways.

3. Conversion of the East African posts and Telegraphs Department into a Self-Contained Department

Postal arrangements in Tanganyika are governed by the Post Office Ordinance No.24 of 1931. In 1932, the three East African Governments mutually agreed that in the interests of economy there should be a unification of the personnel of the Posts and Telegraphs Department of Tanganyika and of Kenya and Uganda Services with effect from 1 January, 1933. The proposals were set out in the Tanganyika Report for 1932 submitted to the Council of the League of Nations. The Post Office Ordinance was amended in 1935 to reflect the new arrangements.

Section G of Colonial Paper No.210, paragraph 26 (1) proposed "... that the Posts and Telegraphs Department should be converted into a self-contained department with its own capital account, on the lines of the Kenya and Uganda Railways and Harbours Administration. The assets of the Department would be valued and an interest and redemption payment made to territorial revenues in respect of the capital contribution of each Territory as ascertained by this valuation. Thereafter capital expenditure would be financed by loan appropriations for which the Department would find the interest and sinking fund payments".

In paragraph 26 (3) it is proposed "... that the Posts and Telegraphs Advisory Board (or a selection of members designate appointed as an ad hoc committee for the purpose) should be asked to draw up a scheme for converting the Department into a self-contained Department with its own

/capital.

capital account. Before such a scheme was applied it would require the approval of each of the three territorial Legislative Councils, of the High Commission and of the Secretary of State".

The East African Posts and Telegraphs Advisory Board prepared, as proposed in Colonial Paper No. 210, a scheme for the conversion of the Tanganyika Posts and Telegraphs Services into a self-contained Department. The proposals are at present under examination and have not yet been accepted by the Governments concerned.

The Report recommends the opening of a capital account, sums equivalent to the value of assets taken over being entered on both sides. "On one side these entries would represent the initial loans made by the Territories for the purchases of the assets and on the other side they would reflect the purchases". The main internal services will be segregated and have their own set of accounts.

It is expected that the process of obtaining an agreed valuation of assets will take "some considerable time". Approximate and provisional values therefore will at first be used. The Report establishes as a general rule that valuation should be based on prime cost less depreciation and provides some considerations to guide the negotiations when, owing to circumstances, it is impossible or inexpedient to apply the general rule. The Tanganyika Public Works Department has undertaken the valuation. It has been agreed to assess the present value at 1939 market prices and, in addition, the present value at 1947 market prices is furnished. Each Government, as vendor, reserves its rights to assure itself of the validity of the evaluation. Special provisions are made for the valuation of plant wireless machinery, tools, vehicles, stores, letter boxes, bags, stocks of stamps, etc. Special and detailed provisions are also made in connexion with the capital contribution to be made by each Territory in respect of new capital expenditure, and the contribution from the revenue of the Department to the general revenue of the Territories.

Besides the normal postal, telegraphic and telephonic services, the Department is expected to continue to render certain special services as well as the collection of Customs Duty on parcels and in performing various duties in connexion with organizations such as the East African Radio-Communication Service, and the Tanganyika Posts Office Saving Bank. However, it is impossible to state whether these services are important enough to justify the Department in seeking reimbursement. But the Report states the principle that repayment could be claimed by the Department.

The Report states that in the opinion of the East African Posts and Telegraphs Advisory Board, "the Department's financial situation after

conversion cannot be foreseen, even to the extent of assuring that its early operating accounts will show a profit as distinct from a loss".

According to a declaration made by responsible officials of the Tanganyika Department of Posts and Telegraphs, it is planned to send students to the Postal Training School at Nairobi for the training of Posts and Telegraphs Technicians. To the Mission's questions as to whether it would not be convenient for Tanganyika to have such a school in the Territory, the answer was given that conditions of climate, moral surroundings, etc, are better in Nairobi, than in Dar-es-Salaam, and that a school, located in the country near Nairobi offers much better physical and moral conditions.

At the Nairobi training school the students will undergo a two-year technical course. Upon leaving the school, they will be employed in the Tanganyika Posts and Telegraphs offices for four years where they will be further trained.

Expressing the fear of some Africans that natives of Tanganyika would have fewer opportunities for entering Government service under the new organization the Mission received the reply that, as far as the Posts and Telegraphs services were concerned, full opportunities will be given to Africans; and that the Tanganyika Posts and Telegraphs Services were already employing more Africans than the Kenya and Uganda services, in spite of the fact that Tanganyika offers a comparatively smaller body of qualified candidates. The Mission was also told that Africans will be called to serve in their own country and will be sent elsewhere only if they express such desire.

4. The East African Industrial Council

The East African Industrial Council was established by administrative action in 1943, its functions being to consider questions of policy relating to industrial development in East Africa with particular reference, at the time, to the production of commodities locally in short supply owing to wartime conditions. In view of the statutory functions given to the Council by recent industrial licensing legislation, the composition and functions of the Council are now being more closely defined.

The Mission noted the role that the East African Industrial Council is scheduled to play in the Inter-Territorial Organization, particularly in view of the fact that the economy of Tanganyika Territory is not at the same stage of development as that of Kenya and Uganda. The Mission expressed its interest in the manner in which the Council is empowered to restrict and control industrial establishments in the three Territories, and its concern

that this may be prejudicial to the economic interests of Tanganyika.

It was explained, that according to the Industrial Licensing Ordinance No. 12 of 1948, no one can manufacture for sale any article, or erect or otherwise establish, or operate any factory for the manufacture for sale of any article except under licence granted by the Registrar and as specified by the Governor, on the advice of the Industrial Council and with the consent of the Legislative Council. Application must be made to the Registrar and objections can be raised by persons claiming that they are liable to be injuriously affected by the granting of the licence. Applications are transmitted to the East African Industrial Council which then holds an inquiry to decide whether the licence should be granted or refused. A licence can be cancelled by the Council for failure to comply with conditions attached to the licence. An Industrial Licensing Appeal Tribunal is to be established.

At the present time the following industries are subject to the provisions of the Industrial Licensing Ordinance 1948: the manufacture of
cotton yarn,
cotton piece goods (not including knitwear)
cotton blankets,
woollen yarn,
woollen piece goods (not including knitwear)
woollen blankets,
glazed articles of pottery (including glazed pipes, piping and tubing,
glazed tubes of earthenware, glazed sanitary earthenware and stoneware).

5. Makerere College

Section 20 of Colonial Paper No. 210 read as follows:

The subjects upon which the "Central Assembly would be empowered to legislate during the initial period of four years would be as follows:

...viii) Makerere College and related institutions".

There is at present no inter-territorial legal instrument establishing the College. Arrangements have been made following upon a number of agreements between the Governments concerned.

Because the College is situated in Uganda, its constitution was laid down in a Uganda Ordinance (No.30 of 1938). The College has an Assembly and a Council. The Assembly's functions are to consider the Annual Report and accounts of the Council, and to advise on questions of general policy. It has no executive power. The Council's functions are to maintain and control the College and its property; to consider advice tendered by the Assembly; to consider estimates; to fix scales of fees; to determine terms of service for staff, the duties of the Principal, and the establishment of the Academic Board and Boards of Studies; and to prepare an annual report on the working

of the College.

In 1945 the Governors agreed that the College Council and the constitution of the College should be remoulded to provide for greater autonomy and to reflect more clearly its inter-territorial nature.

Makerere College is one of the institutions in the Third Schedule to the Order-in-Council (Government Notice No.1 of 1948), and it is intended that Makerere College should be brought within the scope of the High Commission at an early date, and an Act passed to provide for the constitution and administration of the College on an inter-territorial basis.

Makerere College had twenty-five Tanganyika students in 1947, distributed over the various courses as follows:

Preliminary year	6
Higher Art Course	5
Higher Science Course	3
School of Medicine	4
School of Agriculture	1
School of Education	6

The entrance examination is taken from the senior secondary course (Standards XI and XII) given, as far as Tanganyika is concerned, in one Government and two voluntary agency schools. The Makerere College diploma was, until very recently, the only qualification enabling a student to qualify for a scholarship at universities in the United Kingdom. To this qualification was added, in 1948, the London Matriculation examination and the School Certificate examination of one of the recognized examining bodies (e.g. the Cambridge School Certificate examination).

The payments made by Tanganyika for 1947 for Bursaries to Makerere amounted to E7,250 and it is planned to increase this sum to E12,000 in 1951.

6. Other Inter-Territorial Services

The following information on other Services conducted either wholly or partially on an inter-territorial basis was given on request to the Mission by the Administering Authority. As the information was received only after the Mission had arrived in Paris, there was no time for the Mission to study the working of these organs in the Territory. The information is therefore reproduced in verbatim as received from the Administering Authority.

"1. The East African Directorate of Civil Aviation

The Air Navigation Order-in-Council, 1927, provided the machinery for flying control in the East African territories, but before the war control was exercised separately by each Government. In 1922, the Tanganyika Government first made the suggestion that to improve the direction and efficiency of flying control, aerodrome policy,

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qualification of pilots and navigators and telecommunications in the general interests of air safety, an inter-territorial directorate should be set up. The suggestion was put forward in a memorandum to the Transport Policy Board of the Governors' Conference in 1934, but for various reasons the plan was postponed. It was again raised in 1938, but action was again postponed by the war, during which control of air navigation was assumed by the RAF.

"The setting up of an inter-territorial Directorate was finally approved at the Governors' Conference of 7 June 1945, and a Director of Civil Aviation, East Africa, was appointed on 7 November 1945, taking up his duties in 1946. The scope of the Directorate was worked out in a series of discussions ending in February 1947, and on 1 January 1948, the organization was placed under the control of the East Africa High Commission.

"2. The East African Directorate of Training

At the approach of the end of the war the three Territories made plans to set up inter-territorial training establishments for ex-servicemen, particularly artisans, and an inter-territorial Directorate was established. For various reasons the inter-territorial arrangement had to be abandoned in 1946, and training of ex-servicemen became territorial.

"3. The East African Income Tax Department

The income tax in Tanganyika is governed by the War Revenue (Income Tax) (Replacement) Ordinance, 1940, and its amendments. When income tax was imposed, it was realized that undue complications and loss of revenue would result if a separate department and organization were set up in Tanganyika. It was therefore, decided in conjunction with the other East African Governments that the Kenya Income Tax Department which was already in being, should be expanded so as to administer the income tax legislation of the individual East African Territories. The joint service is for the purpose of the economical and effective collection of tax. The rates of tax imposed in Tanganyika are fixed by the Tanganyika Government.

"4. The East African Office in London

The setting up of His Majesty's East African Dependencies Trade and Information Office was first mooted in 1924; approval was given by the Secretary of State in September, 1925, and the office inaugurated as an off-shoot of the Department of Overseas Trade on 4 January 1926. Its object was to interest and supply information to business men and

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visitors about Trade, Travel and to a limited extent settlement in East Africa.

"The association with the Department of Overseas Trade was terminated in 1932, when the East African Governments decided to maintain the office in being under the auspices of the Governors' Conference.

"The office was maintained as before though on a reduced staff throughout the war, and was reorganized in 1945, when the title of the office was changed to the 'East Africa Office' under the 'East African Commissioner' and its work sub-divided into sections. Its objects and scope remain unchanged.

"5. The East African Production and Supply Council

The East African Production and Supply Council emerged from the Civil Defence and Supply Council originally established in Kenya to deal with problems of agricultural production, transport and war industries. The useful work performed by this body, and the necessity to co-ordinate East Africa's war effort and to distribute the limited supplies available to East Africa showed that it was to the advantage of Tanganyika if it joined this body. In 1943 the Council was given its present name.

"In the past there have been numerous Sub-Committee and subsidiary bodies of the main Council which have dealt with the production of crops, disposal of produce grown in East Africa, (including the allocation of produce between civilian and service consumers) price control, programming of imports, preparation of shipping tonnage requirements, rail transport and storage, and the co-ordination of the control of oils, petrol, tyres and motor vehicles.

"A number of these bodies have now ceased to function for obvious reasons. The Council continues to provide a valuable medium for the co-ordination of policy on production and supply matters where these are of common interests to the Territories of East Africa. Where all Territories are not directly concerned the Council provides a vital link in supplying information on local economic problems.

"6. East African Publicity Committee (East African Tourist Travel Association)

In the Governors' Conference of 1937, approval was given in principle to a proposal put by a non-official member of the Kenya Legislature, that there should be set up under the auspices of the Governors' Conference an unofficial body to promote the tourist and other attractions of East Africa. Work was begun in March 1938,

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on the formation of an East African Publicity Association, being a Company limited by Guarantee without share capital, and the Association was finally incorporated on 6 December 1938.

"During the war the Association was placed on a care and maintenance basis, the greater portion of its funds being repaid to the four East African Governments. On 23 September 1947, an inter-territorial conference reviewed the question of resuming the encouragement of tourist traffic. After some months of discussion it was finally agreed to wind up the Publicity Association and form in its stead an East African Tourist Travel Association directed solely to the interests of tourists and visitors. The new Association was incorporated on 8 May 1948. The East African Governments and private commercial concerns contribute on a completely equal basis and there is no connexion with the East Africa High Commission other than the fact that for convenience the planning of the new organization was conducted through High Commission channels.

"7. The East African Refugee Administration

The Mission was referred to the 1947 Tanganyika Report which states only that a representative of UNRRA came to Tanganyika in August 1947 and since then has worked in close liaison with the Tanganyika Refugee Department.

"8. The East African Research Services

Central research organizations have been set up as a result of agreement between the East African Governments and their establishment is not the subject of legal instruments. As explained in the reply to question 16 in the Annual Report for 1947, the centralization of research grew up over a number of years and was encouraged by the economies, improved services and more expert personnel which can be obtained by the three Governments pooling their resources.

"9. The East African Statistical Department

The Statistical Section of the Governors' Conference was set up in 1926 by mutual agreement of the Governors, but was dissolved in 1933. In 1943 the Governments again agreed that the Statistical Section should be reformed and expanded to form an inter-territorial Directorate to which each Government should contribute.

"There are no legal instruments or documents forming the basis of this common service. The Directorate was established by administrative arrangements between the Governments. The ultimate functions of the Directorate will be to supervise collection and recording of vital economic and other statistics in East Africa, and to

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assist individual Governments in analysing statistical information. So far there is a central office only in Nairobi, but it is intended to establish territorial officers in Dar-es-Salaam and Entebbe.

"10. The East African Tsetse Reclamation Department

The East African Tsetse and Trypanosomiasis Research Institute, and the East African Tsetse Research Service, which will shortly be placed under a single Director, were constituted as the direct outcome of extensive inquiries conducted by Professor Buxton, culminating in the production of a detailed report in which he advocated the formation of such bodies, it being generally agreed that tsetse and trypanosomiasis research and tsetse reclamation in East Africa should be on a regional basis.

"The justification for this view was that the problem were common to East Africa and that the place in which they were studied was immaterial. Moreover, the advantages of a single regional research service promised economy of staff and concentration of expensive laboratory equipment, with a consequently greater functional efficiency.

"The organization came into being in 1947 and may be said to have started operating fully at the beginning of 1948. The staff was obtained from the various Territorial Tsetse Departments, principally from Tanganyika which had always been in the forefront of the tsetse investigation field.

"The main functions of the organization are to co-ordinate and apply lines of research in the attack on the major problem of tsetse and trypanosomiasis research and reclamation in East Africa. The finances of the organization are administered by the High Commission and various schemes which were already in process have been taken over. Two-thirds of the money is provided from Colonial Development and Welfare grants, and the three mainland Territories contribute one-ninth each.

"11. The East African Anti-Locust Directorate

The East African Anti-Locust Directorate was formed following upon an inter-territorial conference held in August 1943, which was attended by Dr. Uvaroff and Mr. Garson from the Colonial Office, with representatives from Tanganyika, Uganda, Belgian Congo, Somalia, British Somaliland, etc., to co-ordinate anti-locust work throughout Kenya, Tanganyika, Uganda, Somalia, British Somaliland, French Somaliland and the southern part of Abyssinia.

"The Directorate communicated with the Secretary of State through the East African Governors' Conference. It consisted originally of
/three

three members, the Director of Agriculture, Kenya, an entomologist as technical officer and an officer representing military interests. It took charge of campaigns against desert locusts in the countries mentioned in paragraph 1, and in 1946 was given wider powers of control. The allocation of funds from the British Government made it possible to strengthen the Directorate by the appointment of another entomologist and an expert in transport matters.

"Campaigns were undertaken in Tanganyika up to 1946 when infestation was already declining, and in view of the absence of desert locusts at the present time the East African Anti-Locust Directorate was closed down on 30 September 1946.

"The East African Anti-Locust Directorate is now to be replaced by an advisory body sitting in Nairobi, which will advise the High Commission on the conduct of the security service now to be set up in the locust breeding countries surrounding the Red Sea and the Middle East.

"12. The Lake Victoria Fisheries Board

The Lake Victoria Fisheries Board had scarcely come into being before 1 January 1948. Its purpose is to control and improve fishing on Lake Victoria which involves the three Territories of Tanganyika, Kenya and Uganda. The Board is advisory to the East Africa High Commission and consists of the Scientific Secretary to the High Commission, a Provincial Commissioner from each of the three Territories, the Director of Fisheries Research Institute, Jinja, one other representative from each of the three Territories, one representative of a sleeping sickness organization and one personal appointment. The Board has so far met on two occasions.

"A Chief Fisheries Officer has been appointed.

"13. The East African Meteorological Department

The first proposals for a joint East African Meteorological service were made in 1926. These proposals were made in order to make possible a service which was beyond the individual capacities of the three East African Governments and also to meet the wishes of Egypt and the Sudan in this matter. It was recognized that a service on a parochial basis would be useless.

"The joint service was initiated in 1928; its title was the British East African Meteorological Service. Egypt, Sudan, India and Mauritius also contributed to the service and continue to do so. The service was placed on a permanent footing in 1937.

/"The service

"The service continued during the war with assistance from military staff (especially from the South African Army) until 18 January 1943, when it was taken over by the Air Ministry. The service was formally handed back by the Air Ministry with effect from 1 October 1947, but owing to its great expansion and increased costs an interim arrangement persists for financial and staff assistance pending final reconstruction on an East African regional basis. The department is now administered by the East Africa High Commission.

"14. Defence

Before the 1939-1945 war the Governors in Conference discussed common defence matters at their periodic meetings. The various military forces in each Territory were, however, domestic concerns. Tanganyika has its own King's African Rifles Ordinance. During the war in the interests of effective effort against the common enemy the administration of the forces was taken over by the British Government. Under the Order-in-Council above quoted defence continues to be an inter-territorial matter.

"15. The East African Air Transport Authority

The East African Air Transport Authority of which the Governors of the four East African Territories are the sole members, was set up by the East African Territories (Air Transport) Order-in-Council of 30 October 1945. The object of the Order-in-Council was to control aircraft operation within East Africa, and, in particular, to determine the constitution of the East African Corporation and its control.

"The Order-in-Council was published in Tanganyika on 27 November 1945 (Government Notice No.341, Official Gazette of 30 November). The first meeting of the Authority was held on 14 May 1946.

"16. The East African Currency Board

The adoption of a metallic coinage coined under the directions of the Master of the Mint in Great Britain for the British dependencies in East Africa was made by an Order-in-Council and applied to Tanganyika Territory by the Metallic Currency Ordinance (Cap. 53 of the Laws) on 1 January 1922. The preamble to the Ordinance reads as follows:-

"Whereas by an Order-in-Council dated the tenth day of August 1921, His Majesty was pleased, by and with the advice of His Privy Council, to order to the effect that there be coined under the direction of the Master of the Mint for use in the Colony and Protectorate of Kenya and the Uganda Protectorate a British East African shilling to be the standard coin of the said Colony and Protectorates; AND that there may be coined under the

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direction of the Master of the Mint for use in the said Colonies and protectorates subsidiary coins which shall, as respects each coin, bear an indication of the value of the coin in cents and hundredths of a shilling: AND WHEREAS it is expedient that the British East African shilling and other coins to be issued under the said Order-in-Council should be adopted in the Territory as the metallic currency of the Territory..."

"The East African Currency Board in London was constituted by the Secretary of State for the Colonies to provide for and control the supply of currency to the Territory and other British dependencies in East Africa. The Currency Notes Ordinance (Cap. 54 of the Laws) applied the arrangement and implemented it within the Territory since 30 August 1920. The Ordinance authorizes (Section 2) the issue of currency notes.

"The Accountant General is the Currency Officer within the Territory on behalf of the East African Currency Board. The Assistant Accountant General is the Deputy Currency Officer.

"17. The East African Literature Bureau

At the end of 1945 Mrs. Elspeth Huxley reported upon the supply of literature for Africans in East Africa and methods for filling this need. The report stressed the uniformity of need throughout the East African Territories and the advantages of a regional approach in meeting the need.

"Following discussion through the medium of the Governors' Conference and detailed consideration in an inter-territorial conference held on 15 August, 1946, application was made for assistance, through the Colonial Development and Welfare Act, in setting up an inter-territorial Literature Bureau for the purpose of fostering literature in Swahili and in the first instance three other leading vernaculars. The application was approved in December 1947, and the Bureau formally inaugurated with the appointment of a Director under the auspices of the East Africa High Commission on 1 April 1948."

3. STATEMENTS MADE BY THE ADMINISTERING AUTHORITY AND REPRESENTATIVES OF THE AFRICAN, ASIAN AND EUROPEAN COMMUNITIES

1. Statements made by the United Kingdom on Inter-Territorial Organization

The concrete proposals set forth in Colonial Paper No.191 for the establishment of a scheme of Inter-Territorial Organization "are based on the assumption that, as a result of twenty years' collaboration in the Governors' Conference and the developments which have been brought about by the war, it is necessary to establish a constitutional and juridical

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framework for the inter-territorial services, including a joint Legislature, in order to provide an effective means of doing what needs to be done".

Colonial Paper No. 191 further states that His Majesty's Government in the United Kingdom wish to make two points clear:

1. "... the final responsibility to Parliament for the administration of the three Territories must continue to rest in future, as it does at the present time, with His Majesty's Government as trustees for the welfare of their inhabitants. Since that Trusteeship may be involved in the powers which it is now proposed to organize on an inter-territorial basis, an overriding power of certification will be included to be exercised if necessary by direction of the Secretary of State for the Colonies.

2. "It is clear from expressions of public opinion during the last few years that there exists at the present time in East Africa neither the community of interest nor the public support which a scheme of political closer union would require before it could be put into effect. Constitutional questions of extreme difficulty are involved in all proposals for political fusion or federation and there are no grounds for believing that a general basis of common opinion for their solution could be found. His Majesty's Government in the United Kingdom have accordingly come to the conclusion, after taking the advice of the East African Governors, that political federation or fusion in any of the various forms which have been discussed during the last twenty years is not practical politics under existing conditions. The scheme now put forward would therefore leave the administration of the Territories, as at present, in the hands of the three Governments, which would continue to communicate direct with the Secretary of State. The three Territories would retain their existing constitutions and the Government would remain responsible for the basic services of administration and police; health and education; agriculture, animal health and forestry; labour, housing and public works; in addition to other services which it is not necessary to mention here.

At the meeting the Mission held in Dar-es-Salaam with the Acting Governor of Tanganyika on 16 September 1948, the question was raised as to:

- a. the ultimate policy of the Administering Authority concerning the Inter-Territorial Organization; and
- b. the manner in which the Administering Authority proposes to ascertain the feelings of the inhabitants towards future developments in Inter-Territorial Organization and how such feelings will be taken into account.

In reply to the first question it was stated that the policy of the scheme is laid down in Colonial Paper No.210, although that paper does not

express the ultimate developments which may take place. It was further pointed out that there will be an initial four year trial period of the scheme, after which the proposals will be reviewed de novo. Any changes during this period would require to be approved by the Tanganyika Legislative Council and the Legislative Councils of Kenya and Uganda.

As to the second question the Mission was assured that the inhabitants of the Territory would be as fully consulted as possible in matter affecting Inter-Territorial Organization. Due account had been taken of the fact that one day Tanganyika Territory would be either self-governing or independent and at that time the inhabitants of the Territory would themselves decide whether Tanganyika would be federated with the other East African Territories.

On 27 September 1948, the Mission met with the Secretary and Under-Secretary of State for the Colonies in London. Further details were requested on the policy to be followed by the United Kingdom Government with respect to Inter-Territorial Organization in East Africa.

In this connexion the Mission referred to the feelings expressed by Africans that the Scheme of Inter-Territorial Organization appeared to be a move towards the political union of the three Territories, and to their specific fear that thereby the influence of the European settlers in Kenya would make itself felt in Tanganyika.

The Mission was informed that His Majesty's Government is keenly aware that there has been strong opposition among the African inhabitants of Tanganyika against any form of "closer union" especially with Kenya which might lead to political union. On the other hand, His Majesty's Government is very anxious to build up the economy of the East African Territories for the benefit of all, including Tanganyika. It was recalled that, at one time, the African inhabitants of Tanganyika had expressed strong opposition to the placing of the Territory under Trusteeship and wished Tanganyika to become a Crown Colony. Great moral pressure had to be exerted to change this attitude.

It was pointed out to the Mission that in Colonial Papers Nos. 191 and 210, in Parliament, in official declarations made by the Secretary of State in Africa, as well as in official statements made at the United Nations, it had been guaranteed that the Trusteeship principle would be paramount. The High Commission was dealing with limited subjects, to which no addition could be made without the endorsement of the Secretary of State and the consent of the three local legislatures.

The Secretary of State reaffirmed the statement in the 1947 Annual Report on Tanganyika "that substantial opposition on the part of the

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unofficial members of any of the three Legislative Councils to a motion for the extension of the list of scheduled services will be a bar to proceeding further in the matter until it has received further consideration and there has been further opportunity for debate". Mr. Creech-Jones stated explicitly "We have given our pledge that no more subjects will be introduced without the consent of the Secretary of State and we have guaranteed that this will not be political union" and the Mission was assured that His Majesty's Government would make no more changes in the present system of Inter-Territorial Organization without full consultation with, and the consent of, the African inhabitants of the Territory..

The Mission explained that, owing to the short time available at its disposal, it had been unable to study fully all the implications of the Inter-Territorial Organization but it would like to direct the attention of His Majesty's Government to the "Report of the Central Development Committee" published in Dar-es-Salaam in 1940. In this Report the opinion was stated that the existence of the customs agreements between Kenya, Uganda and Tanganyika seriously undermined Tanganyika enterprise and Tanganyika revenue, and that without these agreements Tanganyika could be a flourishing country. A further observation of the Central Development Committee was that "economic union cannot go hand in hand with political and administrative separation".

In reference to the Industrial Licensing Ordinance, the Mission commented that if, at the present time, only a limited list of industries are subject to the provisions of the Ordinance, there existed the possibility that other industries could be added later, which might threaten the economic development of Tanganyika. The Mission was informed that it would be very difficult to make additions to the present list. The local legislatures would have to agree to the addition of any industry and if a proposed addition were contrary to the economic or budgetary interests of a Territory, then substantial opposition would certainly result in the local legislature of that Territory and it would be impossible to accomplish the proposed addition in the face of the opposition.

2. African Opinion on Inter-Territorial Organization

As indicated in Annex 2, the two African members of the Tanganyika Legislative Council abstained from voting on Colonial Paper No.210. At a meeting between the members of the Visiting Mission and representatives of the Chagga Council at Moshi, on 10 September 1948, Chief Abdiel Shangali was questioned concerning his abstention in the Council. He replied that the two African members present during the extraordinary meeting of 15 and 16 April 1947 had not been given sufficient time to consult representative

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African opinion on the matter as the Kiswahili text of Colonial Paper No.210 had been given to them only two days before it had been voted upon. Therefore they could not express any definite opinion and had abstained from voting. Now that there had been time to study the proposals it was still not an easy task to formulate a definite opinion as it was not known what economic benefits Tanganyika would gain since the scheme had not been working a sufficient time. African opinion generally, however, was against Inter-Territorial Organization as there was a strong fear that it would lead to the political amalgamation of the three Territories.

In the petition received by the Mission in Dar-es-Salaam from the African Association, it is stated that:

"As regard the amalgamation of Tanganyika, Kenya and Uganda, there is not the slightest doubt that this matter of unification is causing a great anxiety among the indigenous inhabitants of Tanganyika in view of the fact that Tanganyika, being under the Trusteeship System it need remain as a separate unit, and that is what we pleaded since before. It is a well known fact that the inhabitants of Tanganyika are given to understand that there is a potential amalgamation of these three Territories, but it is feared that all these things such as combination of departments, formation of High Commission for the three Territories which will have jurisdiction over them, etc. etc. will cause misfortune in the long run."

At a meeting of the members of the Visiting Mission with the President and members of the African Association on 1 September 1948, the African Association representatives explained in regard to this paragraph that during the period the Territory had been under mandate, there had been suggestions that the Territories of Tanganyika, Uganda and Kenya should be united. These suggestions had not been carried through. Now that Tanganyika was a Trust Territory, proposals for Inter-Territorial Organization had been put into operation. Generally, the African community was against the proposals. It had been stated that the present scheme involved only economic union and that political union was not envisaged, but it was feared that ultimately political union would result. With the establishment of a Central East African Legislature the political field was already being entered. It was realized that some benefits would accrue to Tanganyika from the economic union with Kenya and Uganda, but nevertheless, it was the opinion of the Association that the losses in the political field would not be compensated by the economic benefits. There were certain conditions in Kenya, especially in the matter of "race relations" and "press censorship", which the African Association and the Tanganyika Africans generally would like to

see introduced into Tanganyika.

The Visiting Mission received by letter dated 11 September 1948, the recorded views of the African Association on Colonial Paper No.191 which it was stated had been submitted to the Tanganyika Government. These records consisted of a copy of the minutes of an African Association meeting held in Dar-es-Salaam on 18 January 1946 with representatives of the Kenya African Study Union and a copy of a resolution passed by the Association at their territorial Conference held in April 1946 in Dar-es-Salaam.

The relevant portion of the minutes reads as follows:

"3. The outcome of the meeting briefly being:

(a) (i) We are not prepared to consider the White Paper Colonial Paper No.191, at present, as Tanganyika has first to improve her own interests. "TUJENGE VIBANDA KABLA YA MAJUMBA MAKUBWA".*

(ii) When time comes the Paper would be considered or accepted on the following conditions:

1. Equal representation on the part of the Africans in our Legislative Council.
2. African representation in Advisory Boards.
3. The Governor of Kenya should not be the sole Chairman. All East African Governors should have equal chances inasmuch as Chairmanship is concerned. It should be in rotation.
4. African seats of representation to be occupied by Africans only.
5. Of the four racially unspecified members, at least one should be an African (Ref. p.8 of the Colonial Paper No.191, line 15).
6. The powers of the proposed High Commissioner should be limited.
7. So far as Tanganyika is concerned the members of the Legislative Council should be elected by the Africans themselves - this should also apply to the territorial members of the Legislative Councils."

* Literally "Let us build sheds before building large houses".

The resolution of April 1946 reads:

"This Conference has rejected the economic unification of the East African Territories on the following grounds:

1. The Tanganyika Africans have always feared any contact that would lead to political closer union with Kenya. Although the proposed unification is only economic, this Conference believes that its ultimate result will be political closer union.

Although it is not stated in the Colonial Paper No.191 that the suggested Central Legislative Assembly will legislate on immigration, yet it is suggested by some communities in East Africa that the Central Assembly should be given this power; and if this happens it is quite obvious that in future this Central Legislative Assembly will also have power to apportion land to intending settlers. If our belief is justified, and there is no reason to believe otherwise it is not easy to see how political amalgamation can be avoided.

Important economic regulations are matters of Government Policy and cannot be formulated without recourse to administrative laws. There cannot be administrative success without economic prosperity nor can there be any economic prosperity without administrative intervention. The economic fusion must lead to political closer union.

History teaches us that the economic man always prepared the way for the administrator and in our present problem it is quite obvious that the intended economic policy is only the forerunner of the unified political policy of East Africa. This view is supported by the fact that the proposed high officials of the suggested Central Legislative Assembly are the same officials wielding great political powers in the three Territories.

2. After the First Great War Tanganyika was put under the protection of the British Government by the League of Nations as a mandated Territory. The Africans of Tanganyika hope and believe that a day will come when they will get their independence or self-government as Tanganyika Africans and not as East Africans. Before this time comes the Tanganyika African will have nothing to do with any sort of economic or political fusion with any East African Territory which has a different status.

Furthermore, according to the Colonial Paper No.191 paragraph 17, the suggested Legislative Assembly will be empowered to enact ordinances effective throughout Kenya, Uganda and Tanganyika. This power would in the first place lead to political policies and in the second place it would enable the Assembly to try and reconcile the conflicting

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principles underlying the status of Kenya as a Colony, Uganda as a Protectorate and Tanganyika as a Mandated or a Trustee Territory. This would definitely endanger the future of the Tanganyika African and thwart all the hopes that he now entertains.

As a mandated Territory and having a different future from the other East African Territories, the Tanganyika Legislative should have power to enact ordinances for Tanganyika independent of all the other East African Legislatures or the suggested Legislative Assembly and should be able to communicate with the Colonial Office quite directly."

At a meeting of members of the Visiting Mission with representatives of the African community including clerks, school-teachers, and social workers at Tabora, on 23 August 1948, the subject of Inter-Territorial Organization was briefly discussed. The Africans stated that they did not understand properly all the details of the present organization. As far as they could judge, they were in favour of the amalgamation of the research services of the three Territories but strongly object to and feared any kind of union with Kenya which might lead to political union with that country.

3. The Indian Association - Views on Inter-Territorial Organization

By letter received on 15 September 1948, the President and four members of the Indian Association in Dar-es-Salaam requested an interview with the members of the Visiting Mission. Attached to the letter was a memorandum containing notes on matters the members of the Association wished to raise with the Mission. The paragraph on Inter-Territorial Organization reads:

"3. Closer Union. Even though the Trusteeship Agreement provides for this Territory to join in with neighbouring territories for economic purposes, we are very apprehensive of the ultimate effect on Tanganyika (which is a Trust Territory) of this economic fusion. It will not be out of place to state here that with all the superior natural resources at the command of this Territory, interested parties are bound to keep Tanganyika a mere tail-piece or playing the part of a second fiddle in preference to the much vociferous and influential Kenya which may ultimately prove to be highly detrimental to this Trust Territory."

The Members of the Visiting Mission met with representatives of the Indian Association on 17 September 1948. The Indian Association representatives stressed especially with regard to the above-quoted paragraph, that they opposed the scheme for Inter-Territorial Organization because they feared the extent to which the Kenya European settlers would be able to exercise their influence in Tanganyika both politically and economically. They claimed that the whole scheme had originated in the desire of these settlers for union with Tanganyika and Uganda and that the general economic

political policies for East Africa were shaped in Kenya. It was pointed out that the Central Legislative Assembly, its offices and Secretariat were all to be located in Nairobi, Kenya.

Those in favour of the scheme for Inter-Territorial Organization said that the economic union would produce economy in the running of the economic services and Tanganyika would benefit thereby. But the Indian Association was of the opinion that Tanganyika would be kept as a market for Kenya produce. The sugar, flour, tea, bacon, ham and butter industries were located in Kenya and Tanganyika would be forced to buy these goods from that Territory.

On 6 September 1948, Mr. Chinnery and Mr. Woodbridge met with representatives of the Dodoma Indian Association. In a brief reference to the Inter-Territorial Organization the latter stated that they were opposed to the economic union of the three Territories as they feared that political union would ultimately result. They preferred that Tanganyika should remain independent of any kind of union with Kenya.

4. European Opinion

The Mission heard only one expression of opinion from a non-official European on the subject of the Inter-Territorial Organization at a meeting with members of the Northern Province Secretariat Bureau at Arusha on 7 September 1948. It was stated by one of the members that from the economic point of view and for better efficiency in the running of the economic services such as railways, ports and customs, a Central East African Assembly was essential. As to the possibility of political union, however, this was not possible.

D. OBSERVATIONS AND CONCLUSIONS

1. The Mission notes that the Trusteeship Agreement authorizes the Administering Authority to establish a customs, fiscal, or administrative union between Tanganyika and any adjacent territory under the jurisdiction of the Administering Authority, and that according to the Administering Authority the Inter-Territorial Organization is an administrative union but not a political union.

The Inter-Territorial Organization, it seems to the Mission, would be a purely administrative union, if it possessed only powers of administration over certain common services. As constituted at present, the Organization possesses certain powers of legislation as well as powers of administration, such powers being of course subject to the provisions of the East Africa (High Commission) Order in Council, 1947. For instance, the High Commission may, with the advice and consent of the Central Assembly, make laws with respect to such services as defence, civil aviation, posts and telegraphs,

railways and ports, administrative and general provisions (not tariff rates and rates of taxation) of the customs and excise duties and the income tax, Makerere College, inter-territorial research, meteorological services, and so forth. Furthermore, the High Commission may make laws for the peace, order and good government of Tanganyika, Kenya and Uganda, with the advice and consent of the Legislative Councils of these Territories.*

The Inter-Territorial Organization, it seems to the Mission, is short of a complete political union. It would indeed be a political union, if it possessed full powers of legislation and administration over any or all common services. At present the Organization does not possess such full powers. There are certain limitations of its legislative and administrative powers. In the first place, the fund established by the High Commission for the non-self-contained services shall consist of such sums as may be granted by resolution of the Legislative Councils of the three Territories and such other sums as may be received by the High Commission.** In the second place, while the High Commission and the Central Assembly possess powers of administration over the customs and excise administration and the income tax administration, they do not possess the powers to determine the tariff rates and the tax rates. In the third place, the list of the scheduled services shall not be augmented without the "clearest expression in each instance in each of the three Legislative Councils"; and if any resolution to increase the list of the scheduled services is approved by any Legislative Council over a "substantial opposition", the High Commission shall not proceed to make any Order giving effect thereto.***

2. The Mission is unable to express a definite opinion as to whether the scheduled services are "in fact, and indeed by their nature, inter-territorial," and should therefore be administered on an inter-territorial basis. Presumably certain services could be more advantageously and more efficiently administered on an inter-territorial basis. Indeed it would not be entirely utopian to envisage the possibility that certain services could

* See Section 28 of Part IV and the Third Schedule of the East Africa (High Commission) Order in Council, 1947.

** See Section 42 of Part V of the East Africa (High Commission) Order in Council, 1947.

*** See Colonial Paper No. 210 and Section 45 of Part VI of the East Africa (High Commission) Order in Council, 1947.

be administered on an inter-continental or global basis. Lacking both time and documentation, the Mission finds it impossible to study thoroughly all the scheduled services. However, the Mission wishes to make some observations as regards some of the common services:

(a) Scientific and Educational Services. The Mission is of the opinion that in general, scientific and educational services can be more advantageously and more efficiently administered on an inter-territorial basis. Such services as inter-territorial research, meteorological, tsetse reclamation, anti-locust, topographical survey, geological survey, statistics, and Makerere College, will not, in the opinion of the Mission, affect the status and identity of Tanganyika as a Trust Territory, and will presumably be of mutual benefit to the three Territories. The Mission wishes to add that the fact that Makerere College is an inter-territorial institution of higher learning should not prejudice the right of the Tanganyika Government to establish institutions of higher learning in its own territory.

(b) Customs and Excise Department. The Mission is of the opinion that, purely from the point of view of administration, the amalgamation of the Tanganyika Customs Department and the Kenya and Uganda Customs Department will not be prejudicial to the interests of the three Territories. However, it has been stated by the Central Development Commission, an ad hoc organ of the Tanganyika Government itself, that the existence of the customs agreements had seriously undermined Tanganyika enterprise and Tanganyika revenue and that without these agreements Tanganyika could be a flourishing country. The Commission thought that secondary industries were more developed in Kenya and Uganda than in Tanganyika; and that since products of Kenya and Uganda industries could enter into Tanganyika free of duty, Tanganyika would lose a source of revenue and in addition the development of its own secondary industries would be hampered. Under the present scheme of amalgamation, the Tanganyika Government has made a reservation to the effect that the Territory should retain the power to impose "suspended" duties, on such commodities as bacon, butter, wheat, rice, and sugar, in accordance with Ordinance No.16 of 1930. This reservation might afford some protection of Tanganyika industry.*

(c) Railways and Ports; Posts and Telegraphs. These two are self-contained services, under the control and administration of the

* See Sessional Paper No.3, 1948, under the title, "Amalgamation of the Tanganyika Customs Department and the Kenya and Uganda Customs Department"

Inter-Territorial Organization, each with its own capital account.* It is extremely difficult to appraise the advantages or disadvantages to each of the three Territories of the amalgamation of such services and the conversion of each into a self-contained service. There are at least three questions that may be raised. The first and the most important question is whether the Tanganyika Government and Legislative Council would have any power at all to improve or extend any such communications facilities. Under the East Africa (High Commission) Order in Council, 1947, it would seem that Tanganyika itself could not undertake any improvement or extension of communications services, such legislative and executive authority being delegated to the Inter-Territorial Organization. The second question is whether the amalgamation of such services would be of greater advantage to Kenya than to Tanganyika. It is alleged, for instance, that Tanganyika traffic would be diverted to Kenya and that Dar-es-Salaam would be far less prosperous than Mombasa as a port, under the amalgamation of railways and ports services. It is presumed, however, that the Tanganyika Governor in the High Commission and the Tanganyika unofficial members in the Central Assembly will see that the interests of the Territory will be fully protected. The third question is whether such services should be purely commercial, that, profit-making services. It is undeniable that the development of a territory depends to a very large extent upon the development of its communications system, and it would seem that the development of the communications system should be co-ordinated with the development of the Territory as a whole rather than determined by immediate commercial considerations. These are some of the questions that require further study. Raising these questions does not necessarily mean that the Mission approves or disapproves them the amalgamation and conversion schemes.

(d) Industrial and Financial Services. The Mission has received only general information on the basic instruments or enabling acts which created the East African Currency Board, the East African Industrial Council, and the East African Production and Supply Council, and other similar organs. Hence it does not know precisely the structures, the functions and powers, and the operations of such organs.

* See Sessional Paper No.1, 1948, under the title, "Amalgamation of Tanganyika Railways and Ports Services and the Kenya and Uganda Railways and Harbours", and Paper issued by Inter-Territorial Organization under the title, "Scheme for the Conversion of the East African Posts and Telegraphs Department into a Self-Contained Department with its own Capital Account".

The Mission is aware of the fact that the Currency Board is situated in the United Kingdom and controls the supply of currency to East Africa, but it does not know the services, under the Territorial Organization, arising from operation in East Africa of the Currency Board. The Mission is under the impression that the Industrial Council and the Production and Supply Council, directly under the Inter-Territorial Organization, will probably exercise a great deal of control over the industry of the three Territories.

One function of the Industrial Council may be taken as an example. Under the Industrial Licensing Ordinance No.12, 1948, no person in Tanganyika shall manufacture any article or establish any factory unless he is granted a licence by the Industrial Council. While at present this Ordinance applies only to a few articles, the fact that industrial licences are to be granted by the Industrial Council, an advisory or consultative body of the Inter-Territorial Organization, signifies the trend of events in East Africa.

It is hoped that the Industrial Council in its operations will not be permitted to hamper the free development of local industries.

The Mission expresses no final opinion on the evolution towards an East African economic union. Nevertheless it wishes to state that it is impressed by an observation of the Central Development Commission that "economic union cannot go hand in hand with political and administrative separation".

3. The Mission has wished to study carefully what services, which the Tanganyika Government normally administers, have been and are being taken over by the Inter-Territorial Organization; how many public servants are employed and what amount of funds (for none-self-contained and self-contained services) are maintained by the Organization in order to administer the scheduled services in so far as much services are rendered in Tanganyika. Owing to the fact that the Organization has just begun to function and the processes of reorganization and amalgamation of services are not completed, the Mission has not been able to make a thorough study. It is hoped that the Administering Authority will furnish such information in the future annual reports.

One of the modern notions of government is that it is an overall organ in a territory that administers certain services to the people living therein in accordance with certain constitutional principles and processes. On the basis of this "service" notion, it is fair to state that, to the extent that the services which each of the three territorial Governments normally administers are transferred to the Inter-Territorial Organization, to that extent may the Inter-Territorial Organization be considered as the Government

of each of the three Territories.

The revenue of the Tanganyika Government may be taken as an illustration. The revenue of 1948 is estimated to be £5,042,730. Of this amount, the customs and excise duties estimated are to be £1,821,000 and the income tax £700,000, the total of these two items being £2,521,000. As these two services are transferred to the Inter-Territorial Organization, it follows that the collection of one half of the total revenue of Tanganyika is being undertaken by the Organization on behalf of the Tanganyika Government.

The two self-contained services will serve as another illustration. The Railways and Harbours Administration and the Posts and Telegraphs Department are of course major services under the Inter-Territorial Organization. In Tanganyika the revenue of Railways and Ports was £1,537,282 in 1947, the expenditure was £1,066,953 and the net earning £470,000; and the staff consisted of 159 Europeans, 787 Asians and 13,396 Africans (including artisans, etc.). The estimated revenue of Posts and Telegraphs in Tanganyika for 1948 is £202,040 and the estimated expenditure £195,860; and the personnel consists of 789 postmasters, telephonists, clerks, engineers, inspectors, artisans, postal agents. The combined revenue of the two services is roughly £1,700,000 and the total number of employees is over 15,000. When one considers that the total revenue of Tanganyika (excluding the revenue from Railways and Ports) is about £5,000,000 and the total number of public servants (excluding artisans, etc.) is 12,548 (according to the 1947 Annual Report), one realizes that the combined revenue from Railways and Ports and from Posts and Telegraphs constitutes about one third of the territorial revenue and that the total number of public servants (excluding artisans, etc.) in these two services must be about one sixth of the total in the Territory.

The anxiety that the Tanganyika Government will become a merely provincial government and the Tanganyika Legislative Council a merely provincial council has been expressed by many Africans and Asians as well as by some Europeans. One of the fairest statements the Mission has found is that made by Reverend Canon R.M. Gibbons, O.B.E., an unofficial member of the Legislative Council, who voted in favour of the Inter-Territorial Organization.

"I had hoped that it might have been possible for the three total Legislatures to sit together (in the Central Assembly) ...so that the whole Legislature in each country shall retain to the fullest possible degree interest even in the common services. I know it is a tiresome sort of business, but at the same time surely this Legislative Council is not going to indulge in vast spates of legislation. It has not got

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very much to legislate about. ... I do dread that we shall get out of touch rather and let things drift. After all, the roads, ports, harbours, railways are the life-blood to a large extent of a territory, and when we next sit over a budget we shall find ourselves in all sorts of directions hit in the eye with 'This is not our concern, this is the affair of the High Commission', and take the meat off the bone."*

4. The Mission notes an almost unanimous opposition to and an acute apprehension about the Inter-Territorial Organization on the part of articulate sections of the African and Asian inhabitants of the Territory with whom the matter was discussed. Their reasons for opposing the scheme may be summarized as follows:

- (a) The Inter-Territorial Organization, located in Nairobi, will be dominated by the white settlers in Kenya, who allegedly practice the policy of white supremacy and racial discrimination;
- (b) Tanganyika is a Trust Territory, which should constitute a separate political entity, while Kenya is a colony and Uganda a protectorate of the United Kingdom;
- (c) The economic and financial interests of Tanganyika will be subordinated to those of Kenya;
- (d) Economic and financial union will gradually but inevitably lead to political union;
- (e) The operation of the Inter-Territorial Organization will prejudice the determination of the ultimate status of Tanganyika in the sense that, when the inhabitants of the Territory are ready to govern themselves, the union will be so complete that Tanganyika will find it impossible to become independent.

The Mission takes note of the various statements of the Administering Authority concerning the Inter-Territorial Organization, which may be summarized as follows:

- (a) The status and identity of Tanganyika as a Trust Territory will be preserved;
- (b) The Inter-Territorial Organization is created purely in the interest of greater efficiency and better service and not with a view to bringing about a closer political union;

* See "Proceedings of the Legislative Council, Extraordinary Meeting, 15 and 16 April, 1947," p. 26.

(c) The Organization is temporary or experimental in nature in the sense that at the end of four years the existence of the whole scheme will be reviewed de novo by the Administering Authority as well as by the Legislative Councils of the three Territories;

(d) African unofficial members in the Tanganyika Legislative Council will be substantially increased in number, so that when the scheme of the Inter-Territorial Organization is reviewed de novo the Africans will have a greater voice;

(e) The Administering Authority, through the Secretary of State for Colonies, will be ultimately responsible for the protection of the interests of the inhabitants of Tanganyika and for the application of the terms of the Trusteeship Agreement.

The Mission submits, without comment, the summary statements in the two paragraphs above, with a view to assisting the consideration by the Trusteeship Council of the question of Inter-Territorial Organization.

CHAPTER III

ECONOMIC ADVANCEMENT

A. AGRICULTURE

1. General

During the six weeks spent in Tanganyika Territory, the Mission travelled through areas affected by the wide range of climatic conditions which characterizes the Territory. It journeyed from the coastal belt, where conditions are typically tropical through areas of vast plateaux, country largely bush-covered but where, in places accessible to water, a large variety of foods can be grown, in addition to the crops of groundnuts, rice and maize cultivated at present, and into the highlands where the temperate climate is suitable for the cultivation of wheat and other plants.

Only a small part of the Territory, approximately 39 per cent is inhabited and cultivated because of the inadequate water supply and the presence of extensive areas infested with tsetse fly. As a consequence, approximately two-thirds of the total population with their cattle herds are concentrated in about a tenth of the Territory. This has resulted in over-planting and over-grazing and a deplorable exhaustion of both soil and water. The extension of future cultivation would seem therefore to depend upon reclaiming and opening new land in the present waterless areas (some of which is believed to be fertile), the improvement of existing systems of cultivation, and the provision of suitably distributed water supplies, wherever necessary.

The Territory provides a wide variety of crops under some 6,300,000 acres of cultivation and it is estimated that approximately 82 per cent is devoted to the cultivation of crops for consumption in the Territory. African farmers also produce a number of important cash crops, including coffee, cotton, oilseeds such as simsim, and grains which are exported.

The character of African agriculture varies widely. In fact, many gradations of tillage may be seen from the mere scratching of the soil and planting on the flat, which is common in the Morogoro area, for example, to comparatively high standards of cultivation practised in certain restricted areas. While in general the chief native implement is the hoe, mechanized methods are now being introduced in such areas as the Rugifi. Broadly speaking, native agriculture in the Territory, however, lacks systematic and suitable preparation of the land.

The main staple foods of the Africans are grains (maize, sorghum, millet, rice) pulses (a large variety of beans and peas), roots (cassava, sweet potatoes) groundnuts, bananas, onions, oranges and European potatoes.

The country, as a whole, may be said to self-supporting in respect of its food supply except in times when droughts and locusts cause famine conditions. It was the impression of the Mission, however, that the nutritional standard of the people is low. In this connexion, the Committee on Nutrition in the Colonial Empire found that the majority of the population does not get enough meat and milk and there is an annual period of food shortage between the harvests. In addition, occasional outbreaks of famine have occurred in nearly all provinces.

2. Survey by the Mission

Owing to the wide range of geographical conditions throughout the Territory, the variety of schemes undertaken by the administration for the reclamation and irrigation of land, and the vast distances to be covered, the Mission during its short visit was able to survey only limited aspects of the agricultural activities.

In the Central Province, which the Mission visited twice, major attention was concentrated on the Groundnut Scheme at Kongwa (see Chapter IV). Generally, throughout the Province, the human and the cattle population suffer from the results of soil erosion and from lack of water. Large scale measures are therefore necessary to increase the water supply, to prevent further soil erosion and to restore soil fertility. Efforts are being made to induce the population to adopt tie-ridging, manuring, contour banking and other measures to improve their methods of cultivation.

In the Eastern Province, the relatively dense population lives mainly in low-lying coastal regions. The administration has encountered difficulties in inducing the Africans to plant sufficient food crops, the greatest handicap being reported as "the inertia generally displayed", so that "constant harassing of the population is always necessary". Two main agricultural schemes are under execution, the Kilombero Valley Scheme which includes experiments in mechanical cultivation and the Rehabilitation Scheme for the Uluguru mountains, visited by the Mission where the combined services are endeavouring by a series of measures including reforestation, terracing, cover, etc. to combat a complex set of factors which have resulted in widespread erosion threatening the existence of the inhabitants. It now seems likely to the specialists in charge of this scheme that a movement of population, previously

considered necessary, may be largely avoided by increasing the production of grain crops in the plains with the aid of mechanical equipment and systematic preparation of the land.

In the Lake Province, the Mission studied the Sukumaland Development Scheme which involves nearly a million Africans living in four districts of the Province, an area about the size of Switzerland. Parts of this area are so heavily over-populated with Africans and their cattle that the soil has been exhausted and, in places, badly eroded and threatened with increasing aridity, while other parts are unoccupied. The main purpose of the scheme is to redistribute sections of the population to the unoccupied areas once they have been cleared of bush and tsetse fly and have been provided with water. To this end dams, are being constructed and reclamation activities are being carried out. It is planned to provide water every ten miles to enable the cattle to be more widely distributed, thus extending grazing areas, preventing over-grazing and reducing the possibility of erosion.

An essential feature of the scheme will be controlled resettlement; the intention is to keep unoccupied areas closed to immigration until they can be properly developed and also to close over-populated areas to all movement but outward. The new areas are to be occupied on a block system, with an optimum population density provisionally set at 100 persons per square mile. It is not intended to demarcate individual holdings; tenure will conform with native law and custom.

A major portion of the funds for the scheme is being provided from the Agricultural Development Fund, out of profits made on price control of agricultural commodities during the war years.

The Mission visited some of the areas in course of preparation and saw Africans actively co-operating in the clearing of bush, the building of dams, in the workshop, school, the veterinary stock farm, and at the Shishisyu, Ninji and Malaya Dams. Some of the chiefs of the areas and tribes affected by the scheme expressed to the Mission their confidence in the plan and satisfaction with results already obtained for the conservation of soil and water.

The Mission also visited the Ukiriguru Agricultural Experimental Station in the Lake Province. (The special activities of this Experimental Station in relation to cotton are detailed later.) At this station, the farming problems of the Lake Province are studied. These problems arise from a combination of low rainfall and dense population with consequent impoverishment of the soil. Much of the work at Ukiriguru

is directed to bettering yields by improving fertility through experiments associated with studies on farming systems such as mixed farming, lay farming and the resting and rotation of crops.

Adjacent to the Experimental Station is a Training Centre for African instructors of the Agricultural Department. Africans having educational qualifications varying from Standards VI to X, after a probationary period in the field, are given a two-year course in theoretical and practical agriculture, including crops, cultivation systems, soil conservation measures, animal husbandry, forestry, botany, and plant pathology and entomology. The Centre turns out 60 trained instructors per year.

In the Northern Province many important problems engaged the attention of the Mission. Questions affecting the disposal of ex-German estates were discussed as well as the important problems raised by the European colonization of the area.* The Mission visited part of the area involved in the new Mbulu Development Scheme where again the problems of population and stock congestion are being remedied by redistribution to new areas, the improvement of existing areas and the reclamation of old areas, together with the establishment of demonstration and experimental farms to establish the value of different types of food crops, and to introduce improved conditions of animal husbandry.

Plans are also being studied by the administration to provide in the Arusha and Moshi districts, visited by the Mission, a new and more efficient system of water supply and distribution to replace an irrigation system by furrows which at present supplies numerous European and African farms in the area.

In the Southern Highlands Province, visited by one member of the Mission, food crops were reported to be so abundant last year that the transport facilities were unable to handle them. The Tanganyika Tea Co. Ltd. which operates in the Province and employs 3,928 workers was visited.

In the Tanga Province, the Mission visited several sisal estates and also the Sisal Research Station. In this Province tentative plans are being made to organize a co-operative society to manage the important orange industry. Its activities will include the process of juice extraction, and to this end a Committee consisting of six African growers has been formed. A Scheme for the Rehabilitation of the Mlalo area is under way where, as an anti-erosion measure, hillsides have been brought under cultivation. Plans are also under consideration for the irrigation

* The questions of ex-enemy lands and European colonization are discussed in the section on "Lands".

of the Luengera Valley in order to relieve the pressure on the increasing population of the Western Usambara Mountains.

In the Western Province, largely covered by "miombo" bush infested by tsetse fly, through which the Mission travelled, soil is said to be basically poor and three-quarters of the Province suffers from arid conditions. The Mission was informed that very slow progress has been made in impressing the average native with the necessity of sustained effort, soil conservation and soil selection. Efforts are being made to discourage maize planting on soils which would give a fair return of millet or sorghum. Irrigation and dam building are being undertaken.

3. Development Plans

This brief review of the Mission's tour in the Provinces indicates the variety and complexity of the agricultural problems facing the administration which is now fighting the increasing erosion of soil arising from poor cultivation and over-grazing; providing suitable water supplies, educating and encouraging the African peasant to improve his methods; experimenting with and selecting crops best suited to soil and needs; redistributing human and cattle population when necessary, and by using other methods to improve agricultural conditions throughout the Territory.

It was the aim of the "Central Development Committee" established in December 1938 to examine and report on methods whereby the development of the Territory could be undertaken. This commission published its findings in 1940; a considerable portion was devoted to agriculture and related fields. At the end of 1944 a memorandum, "An Outline of Post-War Development Proposals" was published, marking the second stage in the preparation of plans for a long-term programme. A number of plans were adopted and funds provided to initiate these projects.

At the beginning of 1946 a Development Commission was established to take over the responsibility for all projects and their execution. In the Report by the Development Commission "A Ten Year Development and Welfare Plan for Tanganyika Territory" published in 1946, thirty-one agricultural and husbandry schemes are listed for development during the following ten years at a total cost £1,207,700 of which Tanganyika will provide £1,116,800 and the Colonial Development and Welfare Fund £90,900. (Of the cost of the total plan, however, the Colonial Development and Welfare Fund will contribute: £5,250,000 and Tanganyika £3,720,000). The schemes include provision for experimental and demonstration farms; the training of agricultural instructors; breeding stations; the

development of tobacco, ghee, copra and rice production; marketing; soil conservation; the development of specified areas such as the Sukuma and Mbulu; and the construction of dams.

The Report, in its conclusions, emphasizes the fact that Tanganyika is predominantly an agricultural country, of which two-thirds is closed to cultivation because of tsetse infested bush and the lack of water, while consequent over-cultivation of the other third, results in soil desiccation, erosion, destruction of forests and general impoverishment of the soil. In the words of the Report: "Evidence is accumulating on all sides to indicate that a continuance of the present practice of land exploitation will lead to conditions which spell disaster".

According to this Report, "there is no one remedy for these conditions applicable over the Territory as a whole". The plan which calls for the co-ordination of the various services concerned must be worked out on the spot by teams of experts, carrying out with the collaboration of the inhabitants, methods of rehabilitation which will necessarily vary from area to area. Certain services will be devised to facilitate the necessary local measures required; "stock and agricultural farms, forestry schemes, water development and a striking force - suitably equipped - for dealing with major soil conservation measures".

The members of the Mission spoke with several of the technical and administrative officers associated in the various agricultural and other development schemes, and were impressed by their competence, sincerity and determination to effect the changes necessary to improve the conditions under which African peasants now live.

4. Mechanization

The administration plans to introduce mechanization in African agriculture especially through the use of tractor-drawn ploughs which will facilitate the task of preparing the land and of cultivating heavier soils potential value which are too hard and difficult for manual cultivation during the dry season and too heavy in the rainy season. It is proposed to expand tractor use in connexion with rice growing in the Rufiji, food growing in the Moshi area, and food and cotton growing in the Mwanza area.

A preliminary and exploratory start, has been made in the Rufiji where land suitable for rice is being prepared. A large area will be ploughed and individual plots averaging one acre in size allotted to the natives. The tractor and plough have been purchased with funds provided

by the Native Authority.

In the test now envisaged, the equipment will be the property of the Native Authority but the plots will be managed by the individual cultivator who in the early stages of development at least will pay in produce for the ploughing. Later developments may include the preparation of communal lands for planting, harvesting, etc. by the tribal communities as a whole; such developments, however, will be guided by further experience.

5. Industrial Crops

Sisal

Because of its limitations of time, the Mission could devote its attention only to three of the main industrial crops cultivated in Tanganyika: sisal, coffee and cotton. Sisal production for 1947 was 105,548 tons. The entire crop is exported overseas for the manufacture of binder-twine and rope, excepting approximately 3,000 tons shipped to Kenya for manufacture into bags and rope.

The entire sisal industry is in the hands of non-natives.

Numerically the sisal plantations and the nationalities of their owners are as follows:

	<u>Number</u>	<u>Production Per centage</u>
British	35	36
Indian	52	25.50
Greek	40	22
Swiss	9	12
Dutch	2	2.25-
Danish	1	0.25
Lebanese	3	2
	<u>142</u>	<u>100</u>

In the past, all current production was, by contract purchased by and shipped for the account of the Ministry of Supply in London, and at present for the Board of Trade in London. The contract with the Board of Trade was to expire on 31 December 1947 but was extended to 30 June 1948 in order to afford time for the setting up of any marketing organization which might be agreed upon by the Tanganyika Sisal Growers Association acting in co-operation with a similar Association in Kenya. Efforts to form a single selling agency, however, were not realized and, therefore, the production, sale and export of sisal will be entirely free from 1 January 1949.

The following table gives the fob port prices prevailing throughout /1947 and

1947 and those which came into force as from 1 January 1948

	From 1 April 1946	From 1 March 1947	From 1 January 1948*
No.1 Sisal	48.9.0	68.9.0	78.9.0
No.A Sisal	46.9.0	66.9.0	76.9.0
No.2 Sisal	46.9.0	66.9.0	76.9.0
No.3 L. Sisal	45.9.0	65.9.0	75.9.0
No.3 Sisal	44.9.0	64.9.0	74.9.0
Rejects	40.9.0	60.9.0	60.9.0

The Mission visited the Sisal Experiment Station near Ngomeni, an estate exceeding one thousand acres, and saw methods and activities connected with the selective breeding and cultivation of sisal, weed and pest control and various methods and types of planting.

Coffee

Two commercial types of coffee are now produced, the arabica or mild coffee and the robusta or hard coffee.

Mild Coffee: The production of mild coffee approximates 6,000 tons of clean coffee per year of which two-thirds is produced by about 29,000 Africans on the lower slopes of Kilimanjaro and Mount Meru. Here the growers, the Chagga people, have organized a series of co-operative societies affiliated with the Kilimanjaro Native Co-Operative Union Ltd. The Mission met officials and members of the Union in the offices of the Moshi Native Coffee Board on 10 September.

The Kilimanjaro Native Co-Operative Union Ltd. had, in 1946, 27 affiliated societies, the membership of which increased from 12,577 in 1932 to 29,166 in 1946. Twenty-nine buildings on the mountain side, which are the offices and stores of the affiliated societies cost about £7,000, and in Moshi town the Union owns a block of offices and three godowns valued at over £3,000. It has also purchased a valuable freehold plot in the centre of the town where a headquarters building will be erected to commemorate the progress of the Chagga.

From 1939 to 1946 the coffee crops sold by the KNCU and payments received were as follows:

Season	Parchment Coffee Crop	Distributed to Growers	Cents per lb. of Parchment Coffee Paid to Growers
	Tons	£	Cents
1939-40	2,680	72,275	24.17
1940-41	4,063	84,798	18.53
1941-42	1,948	52,184	23.97
1942-43	3,103	145,399	41.96
1943-44	2,114	131,012	57.49
1944-45	3,974	276,380	62.96
1945-46	3,102	173,032	49.81 (after deducting the Moshi Native Coffee Board Levy of -/10. Cts. per lb.)

* At the time of the Mission's visit in September 1948, the price of sisal had again risen considerably.

Amounts shown as "Distributed to Growers" represent the net payment made after deducting costs and charges for bags, transport, and commission. The Union also handles any other products members may wish to sell through their societies, of which shade-dried hides and skins are the most important. Coffee pulpers, agricultural implements, onion seed, etc. are also provided by the Union, and activities other than those related to coffee amount approximately to £20,000 a year.

The major objects of societies affiliated with the KNCU are to arrange for the delivery of the produce of members for marketing through the Union; to assist in the care of plantations of members including measures for the prevention of eradication of pests and diseases as required by the Union; to advance loans; "to encourage in the members the spirit and practice of thrift, mutual help and self help."

The general objects of the Union are to promote the economic interests of the societies affiliated with it in accordance with co-operative principles, to act as agents for the affiliated societies in arranging for the sale of its products and in this respect to provide storage, transport and other services; to advance loans to the affiliated societies; to exercise supervision over accounts of the societies; to raise loans; and to receive and invest deposits from the affiliated societies.

The Moshi Native Coffee Board was established in November 1937 and in December 1937 the Legislative Council of Tanganyika resolved that all producers of native coffee in the Moshi district should sell their coffee through such agency as the Board shall direct. The Moshi Native Coffee Board accordingly appointed the Kilimanjaro Native Co-operative Union to be its agent for the sale of coffee. The Board has authority to give directions to growers as to methods of sowing, planting, cultivating, the harvesting or preparation of coffee, and its grading, packing and marking.

In addition to these functions, the Board has adopted lines of general policy to ensure that an even balance of progress is maintained between the cultivation of coffee and the cultivation of food crops.

A major problem facing the coffee growers is the replacement of existing coffee trees with improved plants nurtured in the societies nurseries from stock specially adapted and selected by the Coffee Research Station at Iyamungo. The complete replanting of coffee plots will take about 20 years but it is anticipated that the improved plants will greatly enhance the value of production.

Production of mild coffee is unrestricted, but sale is controlled until July 1952 by an agreement with the Ministry of Food which purchases the entire production at a price correlated with a special grade of Colombian coffee.

The control of sale of non-native mild coffee is in the hands of the Tanganyika Coffee Growers Association. There are 83 non-native coffee plantations, the larger proportion owned by Greeks and British and the smaller by South African, Australian, Rumanian, Swiss and American growers.

Hard Coffee: Between six and eight thousand tons of hard coffee are produced annually in the Bukoba district of the Lake Province and of this production more than 99 per cent is grown by Africans on small holdings.

Since 1942 all Bukoba coffee has been controlled by the Bukoba Coffee Control Board. In August 1947 legislation was enacted to place the sole right of purchase and sale, either locally or for export, in the hands of the Bukoba Native Coffee Board.

Production is unrestricted but sales are controlled until 1952 by an agreement with the Ministry of Food similar to that made for mild coffee whereby 4,000 tons of robusta coffee and 500 tons of plantation coffee yearly are purchased by the Ministry of Food at prices of £65 and £81 per ton respectively. Any surplus over this amount is sold on the coffee auction at Mombasa, and may be purchased by anyone.

The Mission visited the Coffee Research Station at Iyamungo in Moshi district. Established in 1933 on an area of 310 acres, the station possesses four laboratories and the necessary administrative buildings. The work undertaken there is mainly devoted to the study of coffee crops; the yield of 22,000 coffee trees has been recorded during the last five or more years for selection and possible propagation. Selection is made on the basis of size and liquoring capacity as well as on the yield. It has been observed that the multiple stem system, not common in Tanganyika, gives 75 per cent more yield and it is intended that this system should be introduced in the Territory.

Cotton

There are 250,469 acres under cotton cultivation. The annual production varies between 40,000 and 60,000 bales, of which not more than 2,000 bales are produced by non-natives. The 1948 production is estimated to be 45,000 bales.

The exports during the last years are as follows:

<u>Cotton (raw)</u>	<u>Central Value</u>		<u>Cotton seeds</u>	
	Central	Value	Tons	Value
1942	179.411	640.843	1.232	3.041
1943	156.856	624.079	8.503	21.526
1944	133.146	563.379	5.002	15.594
1945	161.107	752.111	877	1.757
1946	88.664	376.310	5.478	22.319

Twenty-four cents per pound is the price paid to the African producer. According to a statement made to the Mission, however, the Government could

/pay fifty

pay fifty cents per pound if it were not for the necessity of maintaining the Agricultural Development Fund. As explained to the Mission, the cultivation of cotton is under Government control. Before the war, and under the provisions of the Cotton Ordinance, the price of seed cotton to be paid to African producers was based on the price of four months' futures of American Middling Cotton from which were deducted such charges as the ginners' costs and agreed profits plus shipping, railage, insurance. Since the war, owing to the cessation of the Liverpool Cotton Exchange, the Government was obliged to sell cotton at a price fixed by agreement before the season opens. Agreements with the Board of Trade and the Government of India have been made annually by the Tanganyika Government. At the present time consideration is being given to a scheme by which sales should be made on the open market and prices adjusted to growers month by month, based on the preceding months sales. For the last two years 15 per cent of the crop has been dealt with by this method. In order to avoid the price of cotton getting out of line with food crops, the Government has limited the price paid to producers for seed cotton and has placed the entire balance into a special fund called "The Agricultural Development Fund". At the end of 1948, this fund will total between £1,250,000 and £1,500,000. It is stated that it is entirely devoted to projects intended to benefit African agriculture and social services.

Ginners are private individuals but in effect they act as agents for the Government, since all cotton is sold to the Government.

The Mission visited some ginneries and cotton markets and saw the experimental work on cotton being carried out at the Experimental Station at Ukiriguru in the Lake Province. Cotton experimental work at this station is under the charge of two officers of the Empire Cotton Growing Corporation, a research organization which developed from the Empire Cotton Growing Committee of the Board of Trade in England. Intensive plant-breeding work is conducted requiring the selection of plant types suited to the conditions of the area - drought resistant, heavy cropping, and resistant to the pest jassid and to bacterial blight - while maintaining ginning output and lint qualities. Since cotton is deep-rooted it is a comparatively safe crop even in a year so dry as to cause localized failures of food crops. Therefore it is looked upon by the administration as one of the safeguards against famine in that it provides the means of purchasing food.

B. LANDS.

In the question of lands generally, the two most important problems which concerned the Mission were European colonization and the disposal of the ex-German properties.

1. European Colonization

Land alienated to non-natives in Tanganyika amounts to 1,846,278 acres. Of this area, 1,058,240 acres are held under freehold title, and 788,038 acres under rights of occupancy. No statistics were available to compare the proportion of land cultivated by non-natives to that cultivated by natives. Nor does a comparison between the total area of the Territory (342,706 square miles) and the alienated area (2,885 square miles) give a realistic picture of the relative significance of non-indigenous alienation since the greater proportion of the area of the Territory is unproductive. The figures for non-native holdings given above include land alienated for mining and mission work and other activities as well as cultivation. It may be noted, however, that in 1947 a total area of only some 6,334,000 acres was under cultivation by both indigenous and non-indigenous inhabitants.

During interviews with Africans, the Mission was told that European land settlement in some areas, particularly in the Northern Province, was resulting in a shortage of land for African uses. For instance, it is stated in a petition received from the Tanganyika African Association (See T/218/Add.1) that "a strong feeling is arising in the minds of all Africans that soon no land will be available for them". This petition gives two reasons for this feeling, firstly an increase in the African population, and secondly, the alienation of land by Europeans. The Arusha Tribal Council told the Mission that although their area was extremely crowded, they could not extend it because of being bordered on all sides by Europeans who, though not large in numbers occupied too great an area of land. The African Association of Arusha also in referring to European holdings, said "... there is little good land left. An African living on one or a few acres of land will find himself surrounded by 500 to 1,000 acres owned by a European. The children of the African and the children of the European will find themselves in conflict since each will want to expand his land". The Tanga District Native Council stated that "the increasing numbers and size of (sisal) estates (in this district) rouses anxiety among the increasing native population as regards the apparently diminishing habitable land".

The Mission met **three** officials of the Northern Province Secretariat Bureau at Arusha on 7 September. The Bureau describes its only aim as the furthering of "the interests of the non-official European community of the

Northern Province". The spokesmen of the Bureau dwelt at length on the desirability of alienating more lands to Europeans. Their arguments, in brief, were: (1) The British administration was over-scrupulous in safeguarding the land rights of Africans by refusing to alienate more lands to Europeans and, as a result, food production, so sorely needed in the world had suffered; (2) To give ex-enemy land to Africans such as the Chagga would only temporarily ease their problems caused by population expansion, and economic activities, other than agricultural, must be provided for them; (3) Not all African tribes were increasing; (4) By denying an extension of European agriculture, the British administration would deprive Africans of the good example of such agriculture; (5) If Europeans were to be considered as immigrants to Tanganyika so should the Africans who had invaded the Territory from the North in comparatively recent history; (6) The United Nations Charter refers to the advancement of the inhabitants of the Trust Territory; Europeans were inhabitants as well as Africans. In developing these arguments one of the spokesmen said, "Nothing, I repeat, nothing will stop Europeans from coming to a place like Tanganyika. When the Europeans become sufficiently powerful, they will rule this country. That is the history of all colonies; it must also happen here."

Several Africans expressed their concern to the Mission that, unless European settlement in Tanganyika is strictly controlled, the result would be most unfortunate for them. They remarked further that this unfortunate result had already occurred in a neighbouring territory.

During a series of meetings held with administration officials on the policy of the administration toward the future alienation of land to non-natives, the attention of the Mission was directed to a declaration by the Secretary of State for the Colonies on land policy in Tanganyika which was read by the Governor of Tanganyika in the Legislative Council on 7 March 1946. The Secretary of State was quoted as saying:

"I am quite prepared to consider concrete schemes for non-native settlement either on enemy estates or on other land subject to the following points. ...In the first place the needs of the African inhabitants of Tanganyika must have priority and land should not be allocated for non-native settlement, whether from the enemy estates, or other areas, unless it can be shown that the land in question is not required for native occupation and is not likely to be required in the foreseeable future...

"I assume that there is no question of the best land being allocated to non-native settlement to the detriment of the native population; I assume also that non-native settlement schemes would not involve the compulsory movement of the African population... In the case of any
/non-native"

non-native settlement... I understand that the land allotted to this purpose would either be high land not suitable for native occupation or land with a very sparse native population. I assume further that in any exceptional circumstances where the movement of a small number of individual natives was involved they would be fully compensated by the grant of land elsewhere. Finally, I am assuming that the Government will retain ultimate control over any land allocated to non-native settlement...

"The comments... are based on the view that a limited amount of non-native settlement, by suitably selected persons of the right type and under conditions of proper Government control, is likely to be conducive to the economic development of the Territory. If the political and social advancement of the African inhabitants it to proceed at an adequate pace, it is essential that we should press on with economic developments by all suitable means. Provided therefore that the interests of the African inhabitants are not likely to be impaired by such schemes either now or in the future, I agree that properly conceived schemes of non-native settlement may suitably be embarked upon".

The statements made to the Mission by various administrative officials in Tanganyika were all consistent with the above declaration of the Secretary of State.

The conditions of land tenure in Tanganyika as they affect any person holding land other than by indigenous law and custom are governed by the provisions of the Land Ordinance of 1923. The whole of the land of the Territory, occupied or not, was then declared to be public land, 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 the commencement of the Ordinance. Subject to this proviso, no title to the occupation and use of any land is valid without the consent of the Governor. No freehold title can be acquired. Land may be held under a lease, but the right of occupancy cannot exceed 99 years; rental may be revised at intervals of not more than 33 years. Rights of occupancy may be revoked for "good cause". 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 person in respect of an area exceeding 5,000 acres.

Although the administration does not grant freehold titles, over a million acres under this type of alienation were granted by the former German administration. Africans complained to the Mission that, at the time these freehold lands were alienated by the German Government, the

native owners had not understood what was happening, since the concept of freehold was entirely alien to their traditional types of land tenure. It is clear to the Mission that this type of holding greatly complicates the problem of land, a fact also clearly realized by the administration.

In this connexion a petition from Mr. D.M. Anjaria (See T/218/Add.1) raises the question of titles to certain lands acquired during the former German administration which allegedly were in process of clarification toward freehold status at the time of the British occupation of Tanganyika. It is asserted that in some of these cases, British administrative officials acknowledged the freehold titles over such lands but subsequently such titles were extinguished or rendered doubtful. The Mission referred this matter to the Administering Authority but, due to lack of time, undertook no investigation of the case, and can offer no comment.

Tanganyika officials declared that although it was not intended to encourage any large scale non-native settlement in the Territory, there was scope for developments by a limited number of non-native settlers in spheres of agricultural production impracticable, or not yet practicable, for Africans. Examples cited were sisal production which was said to be too complex and tea production which required the maintenance of quality, based upon an experience which Africans do not have. On the other hand, coffee growing was cited as an example of a crop introduced by Europeans which Africans now cultivate successfully. Schemes for the settlement of Europeans on lands in various parts of the Territory which are now under consideration by the administration are:

<u>Province</u>	<u>District</u>	<u>Remarks</u>
Northern	Moshi	Sanya Juu, Engare Nairobi and Kikuletwa, as recommended by the Arusha-Moshi Lands Commission.
	Arusha	In the tsetse areas at Ol Joro, as recommended by the Arusha-Moshi Lands Commission.
	Mbulu	The possibility of making available land for ranching in the uninhabited areas N E of Lake Manyara is being investigated.
	Mbulu	In the tsetse areas near Ndareda.
Southern Highlands	Iringa	In the tsetse areas at Mloa and Idodi
	Mbeya	Usangu flats.
Eastern	Kilosa	Wami Valley North and Kilombero Valley.

In preparing these schemes, primary consideration, it was said, would be given to the needs of the indigenous inhabitants, and no land required for the present needs of the indigenous inhabitants or likely to be required by them in the foreseeable future would be alienated.

When rights of occupancy are granted for agricultural or pastoral purposes, certain development requirements are insisted on, it was further stated, in order to ensure that the land is effectively utilized for the benefit of the Territory.

It should be noted also that the administration has closed the whole of the Central, Southern, Western and Lake Provinces from the alienation of land to non-indigenous persons for agricultural and pastoral purposes, excepting to applicants in a position to undertake operations on a large scale, especially in the provision of water supplies. Because of these latter considerations the Overseas Food Corporation, it was stated, was recently authorized to operate part of its Groundnut Scheme in the Southern Province.

A detailed procedure has been laid down for considering applications for rights of occupancy by non-natives. This procedure, outlined on page 79 of the 1947 Annual Report on Tanganyika, includes consultation with and the approval of the native owners and others especially concerned, as well as a number of other protective steps, before land is alienated.

Despite this, however, a few Africans alleged that the procedure did not fully safeguard their interests. The African Association of Arusha stated to the Mission that "Sometimes a chief may be consulted but the people, the owners of the land themselves, are not always consulted. It is easy for a chief to be intimidated by the District Officer because usually he is anxious to please him". In its petition (See T/218/Add.1), the African Association of Tanganyika states, "It is public knowledge that African land is being given over to non-natives in some districts without the prior approval of the Africans themselves". The Sukumaland Chiefs stated inter alia in a memorandum given to the Mission, "Selling bush or jungle land to non-Africans or selling bush or jungle trees etc. to Africans should be discontinued unless it has been agreed upon by the Native Authority".

The Mission discussed these matters with administration officials who reaffirmed the procedure followed before land is granted to a non-African. This procedure, they claimed, guaranteed the protection of native rights and interests as, in every case, the native authorities and owners of the land were consulted and their approval given before alienation took place.

The question of lands occupied by religious bodies in Tanganyika was

/also raised

also raised by Africans, more particularly by the Chagga Council and the African Association at Arusha. The Africans did not object to the principle of missions occupying lands for schools, churches and hospitals, but, because of African needs for land in some areas, it was thought unfair that missions should retain large tracts of land they did not need, much of which lies idle or is actually leased to African farmers who resent paying rental on land they feel should be returned to them. This question was raised by the Mission with officials both in Dar-es-Salaam and in London, who expressed a keen and sympathetic appreciation of this problem, but pointed out that the mission lands referred to were freehold grants by the former German administration. The Government had conducted discussions in the past, however, with some missions concerning the future use of their lands. Further, the Arusha-Moshi Lands Commission was of the opinion that "very considerable proportions" of all the larger tracts held by the two missions involved (Roman Catholic and Lutheran) should be returned to the Africans. Administration officials estimated that this would amount to 2,000 acres out of a total of between 4 and 6,000 acres now owned by the missions. The recommendations of this Commission are still under consideration.

The Mission raised certain questions as to the nature of an alienation of land comprising some 110,500 acres, at Sao Hill in the Iringa District of the Southern Highlands Province. One member of the Mission spent a night at Sao Hill but it was not possible to make a first-hand study of this question on the spot. It was explained by officials that this right of occupancy was granted originally for a period of ten years, dating from 1 January 1937 but was extended to seventeen years - until 1954 - in consideration of the interruption caused by the war. As more than 5,000 acres had been applied for, the approval of the Secretary of State had been necessary. According to the Certificate of Occupancy, the Company concerned, the Tanganyika (Southern Highlands) Estates Ltd., intends to farm the land under an approved settlement scheme, through sub-lessees, all of whom the Mission understands are European who would take up land on long-term rights of occupancy. At the end of 1947, long-term rights of occupancy had been taken out in respect of 51,700 acres.

The entire question of the redistribution of alienated and tribal land in the Arusha and Moshi Districts of the Northern Province was investigated by the Arusha-Moshi Lands Commission during the latter half of 1946. The arguments of the Chagga concerning land in this area which were presented in a memorandum to the Commission, also appears as a part of their petition (See T/218/Add.1). The Report of the Commission expressed the opinion that a "Source of land for further non-native settlement is the

ex-enemy farms in both districts which have not been recommended for reversion to native or public use". The opposition to the Report as expressed to the Mission by some Africans, appears to be, in the main, based upon this statement.

The Report recommends that relief should be accorded to the "congested native populations" of this area by handing over to them certain ex-enemy mission and other alienated lands, as a short-term remedy, and that, as a long-term remedy, the lower areas in both districts and contiguous areas in the Masai district should be developed. Several other recommendations are also included in the Report toward "improving the homogeneity of alienated and tribal lands respectively..." The Report of the Arusha-Moshi Lands Commission is at the present time under consideration by the United Kingdom Government.

2. Ex-German Estates

During the Second World War all enemy properties in Tanganyika were vested in the Custodian of Enemy Property under a general vesting order. After 1939 the administration attempted to keep enemy properties in operation by leasing out, on short term whenever possible, the sisal, tea, coffee and other estates, mines and other businesses. A few businesses, like gold mines, were closed down for the duration of the war.

In 1948, the Tanganyika Legislative Council enacted the German Property Disposal Ordinance (No. 24) under which power was given to the Government to vest the land in itself. In all cases freehold titles are to be extinguished and on realienation to selected applicants a right of occupancy for an initial term of 33 years is to be granted. In the event of the Government not granting a renewal, provision is made for compensation for improvements on the land. Several farms have already been re-alienated and it is intended that this process will continue.

In respect of the congested Kilimanjaro area (Arusha-Moshi) the Ordinance empowered the Government to dispose of ex-German land in accordance with the recommendations of the Arusha-Moshi Lands Commission. Although the recommendations of the Commission are still under consideration by the Secretary of State for Colonies, the Tanganyika Government had received telegraphic authorization to dispose of the lands on the north-west side of Kilimanjaro on short term leases "where it was known that such land would not be required by natives".

The member for Lands and Mines stated that no policy decision had yet been reached as to the disposal of sisal or tea estates or business concerns.

The African Association of Arusha expressed to the Council its opinion that ex-German lands should be returned to Africans and that such improved

lands would then be worked by modern mechanical cultivation by co-operative societies, and that a system of payment through the Native Administration Treasury and the Government might be worked out on an instalment basis.

The Chagga council also felt that ex-German lands in their area should be returned to them, particularly as it was alleged that the Germans had cheated them out of the land. Land returned would be divided among the Chagga people who required land according to their custom.

Government officials at Dar-es-Salaam stated that, in accordance with the Arusha-Moshi Lands Commission recommendations, much of the ex-German land in that area would revert to the Africans. However, it would not be desirable or practicable, it was added, for highly improved land and, in particular, sisal estates to go to Africans as Africans did not possess the experience to operate properties upon which it was necessary production should continue.

The disposal of enemy estates is handled through a "Land Settlement Division" which selects suitable applicants. This scheme is considered by the administration to be a great improvement over the auction method of disposal of such properties after the First World War which, it was stated, led to the formation of syndicates which arranged bids among themselves in order to acquire land with the result that such lands often went to speculators and unsuitable lessees.

A Mr. Holmboe, who requested an audience through the Administering Authority, met with members of the Mission at Arusha on 7 September. Mr. Holmboe alleged that he, a Norwegian, who had spent 3-1/2 years in the British Army in the First World War, was being passed over in respect of his application for an ex-German farm in the Northern Province in favour of people sent out from England who possessed titles to the best farms which had been awarded them in London. Mr. Holmboe felt that this constituted discrimination against non-British persons. The Mission referring to Mr. Holmboe's complaint during a meeting with the Acting Chief Secretary at Dar-es-Salaam was told that Mr. Holmboe had an erroneous impression of the procedure. There was a Land Settlement Board in London but it only conducted a preliminary screening of applicants. Such applicants could then come to Tanganyika where cases were considered only on their merits. Any capable farmer, no matter what his nationality, had a good chance for a farm, if he possessed the necessary qualifications.

C. MINES

1. General

It is widely agreed that the mineral resources of Tanganyika are rich, varied and extensive, but precisely how rich and extensive is a matter of conjecture as there is no real geological knowledge of nine-tenths of the Territory. The administration recently proposed however, that £181,689 should be granted from the Colonial Welfare and Development Fund for expenditure over the next eight years on the geological reconnaissance and mapping of approximately 225,000 square miles of the Territory where mineral potentialities are at present almost unknown.

Mining therefore is still in its infancy. In 1946, mineral production reached a high level of £1,628,305 in value, of which £981,833 represented diamond exports and £417,677 gold.

The most important diamond discovery in the world in recent times was made by Dr. Williamson in 1940, whose property at Shinyanga was visited by the Mission. In 1947 this mine exported 83,897 metric carats valued at £552,630. It has been said that this mine is capable of producing more carats to the ton than the famous Kimberley mine in South Africa. The Tanganyika diamond producers (Williamson and Alamasi Ltd.) entered into an agreement in 1947 with the Diamond Corporation which allots to the Territory a quota of 10 per cent of world diamond sales.

The other principal mineral exports are tin-ore, salt and mica. Several other mineral finds in the Territory are being mined in a small way or are depending on more favourable economic circumstances for further investigation or development; included among these known minerals are graphite, kaolin, nickel, phosphates, platinum, red ochre and vermiculite.

Rich coal-fields exist; one at Ruhuhu is estimated to contain some 800,000,000 tons and another, the Mhukuru field, 60 miles to the south, is estimated to contain 150,000,000 tons. A tentative estimate by the Geological Survey of the total amount of coal whose existence may be inferred on general geological grounds is 1,132,000,000 tons. Although the coal-fields are now relatively inaccessible, the larger known coal-beds will be only about 150 miles east of the terminus of the new railway to be constructed in the Southern Province in relation to the Groundnut Scheme.

Only some 35 miles from the rich coal-fields in the southwest of the Territory is the Liganga iron ore deposit, conservatively estimated to contain 1,200,000,000 tons of titaniferous magnetite.

Significant lead deposits, of yet unknown extent occur at Mpanda in the Western Province. A mining company, URUWIRA Minerals Ltd. now engaged in exploratory operations, has been granted mining leases of approximately 47 square miles in this area for the purpose of mining lead, as well as gold, silver and copper.

In addition to these known deposits, indications - in some cases of extensive deposits - of most of the more important minerals of economic value have been reported at various times. The mineral potentialities of the Territory have now received wide and active interest. It seems clear that exploitation of mineral wealth will rapidly increase in importance and it is likely that it may shortly become the dominating factor in Tanganyika's economy.

2. Present Mining Operations

The Mining Ordinance, 1929, states "The entire property in and control of all minerals in, under or upon any lands in the Territory are and shall be vested in the Governor in trust for His Majesty as Sovereign of the Mandatory Power, save in so far as such right may in any case have been limited by any express grant made before the commencement of this Ordinance."

A prospecting right may be granted to anyone over 18 years of age, who is able to read and understand the Mining Ordinance. The fee is Shs. 10/- and a prospecting right is renewable annually. A holder of a prospecting right may prospect for minerals not excluded from prospecting (radio-active minerals, diamonds, and salt) in areas open to prospecting and is entitled to peg and apply for the registration of mining claims, mining leases and exclusive prospecting licences. In 1947, prospecting rights were held by 485 persons: 141 Asians, 95 British (European), 92 Africans, 47 Greeks, 34 British (South African), 7 Arabs, 5 Americans, 5 Canadians, and 1 to 6 individuals each of some 20 other nationalities.

A mining claim is granted for one year, renewable annually, subject to development conditions being carried out according to the Mining Ordinance.

Actual mining operations are permitted only on a registered claim or lease. There are no stipulations regarding capital where claims are concerned, but leases can be refused in the absence of adequate financial resources.

A mining lease may be granted, at the discretion of the Governor, for a period of not less than 5 years, or more than 21 years, but may be renewed for further periods. An exclusive prospecting licence may be granted in respect of an area up to a maximum of eight square miles or, in special circumstances, at the discretion of the Governor and upon such terms and conditions as he may think fit, for an area in excess of eight square miles.

Operating in the Territory in 1947 were 91 mining concerns, with an annual production exceeding £100 or employing more than 50 labourers,* Details are given in the following table:

<u>Nationality or</u> <u>Country of</u> <u>Incorporation</u>	<u>Number</u> <u>of Mining</u> <u>Concerns</u>	<u>Annual</u> <u>Production</u> <u>£</u>
(1) Indian	26	23,459
(2) British	21	97,578
(3) Incorporated in Tanganyika**	16	1,026,872
(4) Custodian of Enemy Property (ex-German owned)	5	16,534
(5) Netherlands	4	1,606
(6) Greek	4	14,471
(7) German	3	977
(8) African	2	836
(9) Goan	2	476
(10) South African	2	2,404
(11) Kenya	1	-
(12) Arab	1	176
(13) Italian	1	239
(14) Canadian	1	416
(15) Roumanian	1	216
(16) Czech	1	376
	26	£1,186,536

In addition, there were at the Lupa Goldfields in 1947 79 persons, including 35 Africans, engaged in "alluvial digging" on their own account.

* Excluding several concerns engaged in quarrying or the production of building minerals.

** An attempt was made to assess the financial interests of the mining concerns incorporated in Tanganyika. So far as known, five of the concerns with a total annual production of £307,790 had British financial interests; one with an annual production of £552,630 had Canadian and local financial interests; one with an annual production of £32,424 had South African financial interests; eight with a total production of £134,028 were described as having local financial interests; while one still in the process of development - Uruwira Minerals Ltd., now exploring the lead deposits at Mpanda - had Belgian, United Kingdom and local financial interests.

3. Restrictions on Prospecting

In addition to the closing of certain areas to prospecting, the administration has excluded from prospecting, diamonds, salt and radio-active minerals except as may be authorized by the Governor.

In respect of diamonds, which have been excluded from prospecting since 1940, an administration spokesman explained that Tanganyika has always been regarded as one of the world's danger spots by international diamond interests since over 40 kimberlite pipes have already been discovered in the Territory. All but two were barren but there was always the possibility that the next one to be found would be diamondiferous. Releasing diamonds on the world market from a new uncontrolled source might result in a sharp decline in the sale price with a consequent loss to the revenue of the Territory, which now received a 15 per cent royalty on the value of diamond exports. The agreement between the Tanganyika diamond producers (Williamson and Alamas Ltd.) and the Diamond Corporation to limit Tanganyika sales to 10 per cent of the world total was said to be a private agreement in which the Government had no part. Another reason given for controlling diamond prospecting was that new diamond strikes are sometimes accompanied by conditions difficult to control sufficiently to protect the indigenous population from undesirable effects.

It was explained that salt was excluded from prospecting because uneconomic competition among the coastal salt producers had threatened the industry to an extent where it seemed probable that no salt at all would be produced. Steps had been taken therefore to restrict the establishment of further salt works. The administration, which already held the controlling interest (81.3 per cent) in the Territory's largest salt mine, was now considering the opening of new sources of supply to meet the increased demand that had developed.

4. The Contribution of Mining to the Territorial Revenue

Revenue directly realized from mining activities in Tanganyika is in the form of royalties, rents, licence fees and income tax paid by mining corporations and companies. Other revenue is derived from income tax, on salaries and wages, expenditure on equipment and stores within the Territory, duties on imports, railway freight charges, etc.

Royalties on minerals are paid at the following rate:

Diamonds - 15 per cent of valuation by the Crown Valuer in London;
 Coal - 30 cents (East African) per ton;
 Salt - Shs. 6/- per ton;
 Gold* - 1 1/2 per cent;

Non-precious minerals - 5 per cent of the gross sum realized.

The annual fee is Shs. 10/- for prospecting rights and mining claims. The maximum rental on mining leases is two and a half shillings per acre. This rental payment, however, is refunded to the mine in those instances when the amount in royalties paid by the mine exceeds the amount paid as rent.

The total value of minerals exported and sold locally in 1947 was £1,250,907. The direct revenue realized in that year from royalties, rents and fees was £120,891 of which £115,693 was in the form of royalties, £4,727 came from mining rents and £471 from mining fees.

Information on the amount of income tax paid by the mines was requested by the Mission. Figures for 1947 were not available; in 1946, the mining companies paid £116,525. This figure, however, refers only to company tax and includes neither the revenue from income tax payable on the individual incomes of the employees of the mining companies nor the revenue from privately owned mining activities not liable to company tax. It was stated by the East African Income Tax Department in answer to a request from the Department of Lands and Mines on behalf of the Mission that "The figures of income tax revenue from the latter sources are not available."

It is estimated that in 1947 approximately £361,000 was paid in salaries and wages. No information could be obtained as to the amount which remained in the Territory, although it was said the greater part did remain. A further £750,000 was expended in unknown proportions within and outside the Territory on mining equipment and stores.

An administration spokesman at Dar-es-Salaam said that as it was necessary to develop the mining industry as rapidly as possible, the scale of royalties at present paid by mining concerns could not be raised as this

* The royalty rate on gold export has recently been reduced from 5 per cent to 1-1/2 per cent to take effect as of 1 January 1948. This was described by the administration as a transitional relief measure to aid gold mines over their present difficulties. It is intended that new mining legislation will bring into force a sliding scale of royalties on profits from gold mining, rather than on exports.

would discourage the private capital and enterprise needed to exploit the Territory's mineral resources.

The Mission heard complaints from the Sukumaland Chiefs, the Shinyanga Township Africans and the African Association at Arusha that native treasuries received no share of the proceeds from mines exploited on lands formerly belonging to them. It was also stated by one of the Sukuma chiefs in relation to the Williamson diamond mine that people who had formerly lived in the present mine area had been "driven away" and "did not receive anything from the land now".

Administration spokesmen at Dar-es-Sallam pointed out that an application for a mining claim or lease involved consultation with and approval of the people concerned before the land was alienated and in those cases where natives assert their rights to the land a reasonable compensation was made. It was also stated that revenue derived from mining accrued to the territorial budget and was spent on social and welfare services for Africans throughout the Territory and not solely or directly to the natives in mining areas. In this connexion, the African Association at Arusha commented, "We are told that taxes from the mines go to the budget of the Territory for the benefit of the Territory but there cannot be much money coming in since every time we ask for a school, Government says it has no money available." An Association member added, "It seems that Williamson, for example, has now made enough money from his mine. The Government should now pay him only a small royalty and exploit the mine for the benefit of the inhabitants."

5. Mining Policy

An administration spokesman at Dar-es-Salaam said that there were three major points of Government policy in respect of mining: (1) the mining industry is to be developed as rapidly as possible; (2) since minerals are a part of the capital assets of the Territory, a direct return must accrue to the territorial budget; (3) the interests of the natives must be paramount.

In 1946, the Colonial Office in London issued its "Memorandum on Colonial Mining Policy" (Colonial Paper No. 206). It was stated by the administration in Dar-es-Salaam that a number of the principles contained in this White Paper were not new and already formed a part of the local legislation. In regard to such matters as were not already covered by existing legislation, the White Paper must constitute a guide to future action, in so far as was compatible with local conditions.

The Mission expressed its interest in the statement of the White Paper

/that

that "Governments should seriously consider public exploitation wherever practicable". In reply, the administration pointed out that Government now owned 81.3 per cent of the shares of the Nyanza Salt Mines and was considering the public control of other salt resources. Other than this, the Government held no shares in mining developments nor was it considering such participation. The attention of the Mission was directed to a statement by the Governor in his report on the Colonial Governors' Conference to the Legislative Council of Tanganyika on 3 December 1947:

"We also discussed the recent White Paper on Mining Policy issued by the Secretary of State. General agreement with the principles was expressed and the fact was noted that a general policy of nationalization was not intended, though there might well be special cases where the State would have to operate certain mines."

It was stated in London that the White Paper was a guide for long range policy and not a blueprint for any specific territory. Nationalization of mines might be considered in cases where it would be favourable to the economic development of the Territory. The adoption of some aspect of the Belgian system might be considered in which the Government held a portion of the shares in mining enterprises. However, the public interest of the Territory would be the decisive factor in determining future mining policy.

The Mission also expressed its interest in the statement in the White Paper that a system of taxation of sufficient flexibility should be established to meet the changing fortunes of mining. One technique, as suggested, would be to include in new leases "provision for a review of the rate of royalty at comparatively short intervals, say five years". An administration spokesman stated that such a provision was not being considered for the Territory and that this principle would be unacceptable to the mining companies. However, the administration was now considering a new principle of taxation in respect of gold mining which would levy a royalty on the profits earned rather than on the mineral exported.

D. TRADE AND FINANCE

1. Budget: Revenue and Expenditure, 1948

The revenue for the year 1948 is estimated to be £5,042,730, and the expenditure £5,025,875. These budgetary estimates do not include the grants from the Colonial Development and Welfare Fund and from the Agricultural Development Fund.

The largest items of revenue are:

Customs and Excise	£1,821,000
Native House and Poll Taxes	£ 840,000
Income Tax	£ 700,000

The Mission does not think that it is necessary to enter into an analysis of the revenue of the Territory, but it would like to draw attention to certain items:

1. Duty on Cotton Piece Goods. The present duty is 22 per cent ad valorem, 20 per cent basic plus 10 per cent surcharge. Complaints were made to the Mission about the high price of cotton piece goods - one of the largest items on which the Africans' monetary income is spent. The Mission wonders whether the duty on these goods may not be reduced. The fact that the increase in the price of cotton piece goods has greatly increased the amount of duty on this item would justify at least the elimination of the 10 per cent surcharge as intended by the administration.

Native House and Poll Taxes. According to the Native Tax Ordinance, No. 20 of 1934, the Administering Authority has endeavoured to introduce a graduated personal tax and a communal tax to replace the poll and hut taxes. After working fairly satisfactorily for a while in the Pare district, the system broke down, the Mission was informed, under the pressure of educated Africans who claimed that since all men are equal they should pay equal taxes. At the present time the Chagga people have a graduated system of taxation based on capital and property and the people in Mbulu have a complex income tax system based not only on capital and property but also on salaries. There is a great deal of misunderstanding of this question on the part of some Native Authorities. For instance, a group of chiefs in the Sukumaland Federation told the Mission that, according to an ancient rule, the chiefs "should not pay any tax at all". They feel that it is embarrassing for them to collect the poll and hut taxes from the people and then to have to pay such taxes themselves. At any rate, it appears that the Administering Authority is attempting to devise some equitable system of native taxation.

Of the total expenditure - £5,025,875 - it is interesting to note the amounts spent on the following services:

Agriculture	£215,090
Education	£362,420
Medical Service	£400,600

Actually the amounts spent on these services are greater, if the expenditures of Native Administration and the grants from the Colonial and Welfare Fund and from the Agricultural Development Fund are included. It is hoped that in future annual reports the Administering Authority will give a clearer and simpler account of the total expenditures on these services.

2. Foreign Trade

In 1947, the total volume of foreign trade amounted to £25,304,122,

/total imports

total imports being £13,723,925 and total exports including re-exports £11,580,197. In 1946, the total volume amounted to £17,409,989, imports being £8,122,875, and exports £9,287,964.

Of the imports of 1947, cotton piece goods amounted to £2,216,145, which constituted a little over 16 per cent of the total, the next items in order of importance being cigarettes, and tobacco, vehicles, railways, rolling-stock and parts, and machinery.

The imports from the British Empire constituted 64.1 per cent of the total in 1947, as compared with 80.5 per cent in 1946, 74.1 per cent in 1945 and 46.7 per cent in 1938.

Of the exports, sisal amounted to £5,469,443 in 1947 and £3,916,405 in 1946 representing respectively 48 and 44.1 per cent of the total, and diamonds amounted to £629,589 in 1947 and £981,833 in 1946, representing respectively 5 and 11.1 per cent of the total. The price of sisal has more than doubled since 1946, and the production of diamonds and gold has been increasing.

The total exports to the British Empire amounted to £10,393,000, 93.2 per cent of the total in 1947, as compared with 93.1 per cent of the total in 1946, and 81.7 per cent in 1944.

On the basis of these figures two observations may be made:

(1) The Territory faces a promising future in foreign trade. The increase in the production of minerals and the increase in the price of sisal - not to mention the production of groundnuts - indicate that the Territory may be a great asset to the Administering Authority and is capable of great industrial and commercial developments.

(2) The Territory, being under the administration of the United Kingdom, is quite naturally a member of the sterling area. This fact, it seems, largely accounts for the great volume of trade with the British Empire.

It is to be noted that a great deal of Tanganyika's exports to the United Kingdom is re-exported to countries outside the sterling area. The Mission is unable to secure figures concerning such re-exports. The Report of the Tanganyika Sisal Growers Association stated: "Sisal is potentially one of the quickest dollar-earning exports of the sterling group ... The production of sisal in 1947 represented a sterling f.o.b. export value of £8,000,000 or a dollar export value of \$32,000,000".*

* A memorandum received on 5 November 1948 from the Colonial Office in London, after this Report was completed, states, "Very little re-export of sisal originating in Tanganyika from United Kingdom to hard currency areas per annum. Best estimate of value of these re-exports of sisal approximately 100,000 dollars worth for the year 1948."

In addition to sisal, other exports include diamonds, gold, coffee, hides and skins, etc.

Transit trade through the Territory during 1947 amounted to £872,300, excluding goods passing through the Belgian leased sites, which are free zones where operations are conducted by officials of the Belgian Congo according to the terms of an agreement which also allows the Belgian Colony to run its own wagons on the Tanganyika Railway Line.

While in Dar-es-Salaam and in London, the Mission asked whether, in view of the fact that the Territory was a net earner of hard currency and in view of the fact that development schemes were being delayed because of lack of capital equipment, the Administering Authority could not allot more hard currency credits to Tanganyika for the importation of such equipment. It was told in reply that every need for production equipment was given the necessary credit, and that the difficulty in getting equipment was not in any lack of credits but in shortage of supply and slowness of delivery. The Colonial Office in London went on to promise the Mission exact facts and figures on allotments of hard currency credits.*

3. Economic Regime

There are several forms of economic control in the Territory of Tanganyika - finance control, import and export control, price control, and control of local produce. These controls were instituted in recent years either as emergency (or defence) measures or as measures to regulate supplies and demands. It is said that these controls will be gradually relaxed.

In addition, there exists special sales agreements or arrangements, by which products such as sisal, gold, diamonds, cotton, and coffee are exported. The Government has undertaken certain fiscal or administrative monopolies such as railways and ports and posts and telegraphs, and has recently instituted a system of industrial licensing governing the establishment of new industrial enterprises.

Some of these economic regulations are inter-territorial in nature and operation, as the Governments of Tanganyika, Kenya and Uganda either jointly or separately take similar or identical measures in economic matters.

* A memorandum received on 5 November 1948 from the Colonial Office, too late for comment, states:

"1948

"1. Actual dollar expenditure on imports from Western hemisphere	11,700,000 dollars
"2. Value of total visible direct exports to Western hemisphere	11,320,000 dollars
"3. Value of total visible direct imports from Western hemisphere	18,000,000 dollars

"Discrepancy between 1 and 3 due to imports paid for in 1947 and received in 1948."

(1) Finance control. This measure was instituted in 1942. The control provisions are to be found in the Defence (Finance) Regulations, 1942, and subsequent amendments thereto. The purpose of these regulations is to restrict or prohibit certain financial transactions, particularly the import and export of foreign currencies, the transfer of securities, and the possession of gold bullion and coin.

(2) Import and export control. This measure was instituted in 1943. The control provisions are to be found in the Defence (Import and Export) Regulations, 1943, and subsequent amendments thereto. These regulations prohibit the importation or exportation of goods (with certain exceptions) without the authority of an import or export licence. When a person wants to import a certain commodity he has first to obtain an import licence from the Controller of Imported Goods and then to secure proper foreign currency credits from the Controller of Foreign Exchange. When the commodity in short supply is imported, its distribution is also controlled. The objectives of these regulations are therefore to control the supply and the distribution of imported goods and incidentally to regulate the supply of foreign currencies.

(3) Price control. Under the Defence (Control of Prices) Regulations, 1946, and subsequent amendments thereto, the Price Controller is authorized to fix maximum prices for the sale of any goods, maximum commission and service charges, etc. and to require dealers in any goods to display lists of prices, to keep and preserve books, not to refuse to sell such goods, etc. It is said that these are temporary measures and will be relaxed as supplies become more plentiful.

(4) Control of local produce. The Defence (Controlled Produce) Regulations, 1946, and subsequent amendments thereto, prohibit the purchase and sale of certain produce except at appointed selling places and except under permit, and prohibit the purchase and sale of such produce at appointed selling places unless the said produce has first been offered for sale to the Controller or his agent. The Controller is authorized also to prohibit the movement of controlled produce from one province to another or from one district to another and to fix the price of controlled produce. The controlled produce includes copra, coconut oil, ghee and clarified butter, maize, millet, paddy and rice, sugar, wheat, etc. It is said that the object of these regulations is to enable the Government to ensure supplies of locally grown produce.

(5) Sales agreements and arrangements. The marketing of sisal is directed by the Sisal Controller and the product is sold to the Ministry of Supply in the United Kingdom. Cotton is sold by contract to the Ministry of

Supply and to the Government of India. Mild coffee is sold on contract to the Ministry of Food in the United Kingdom and hard coffee is sold partly to the Ministry of Food and disposed of partly by auction at Mombasa. The prices of these commodities are controlled one way or another.

Gold is sold to the Bank of England. The diamond mining concerns in Tanganyika have entered into an agreement with the Diamond Corporation, which gives the Territory a quota of 10 per cent of the Corporation's annual sale for five years.

(6) Monopolies. The Railways and Ports Services and the Posts and Telegraphs Services which were formerly monopolies of the Tanganyika Government have now become self-contained services under the Inter-Territorial Organization.*

(7) Recently the Tanganyika Legislative Council adopted an Industrial Licensing Ordinance, which requires any person who wants to establish an industry or a factory to secure an industrial licence from the Industrial Council, an advisory organ of the High Commission.*

The above paragraphs which indicate only briefly some measures of economic control are not claimed to be exhaustive or even accurate in all details. The Mission was unable to study all these problems carefully, partly because of the complexity of the control regulations and partly because of the inter-territorial nature of some of the regulations. For instance, the Mission found itself unable to understand fully the roles and functions with respect to economic control measures of the Industrial Council and the Supply and Production Council, both inter-territorial organs, because it had neither seen the basic instruments of these organs, nor interviewed officials of these organs whose headquarters are in Nairobi, Kenya.

E. OBSERVATIONS AND CONCLUSIONS

1. Agriculture

1. The Mission notes the generally poor and primitive nature of peasant agriculture throughout the Territory. It views with concern the grave threat to the life of the peoples by present conditions of erosion, deforestation and general impoverishment of the soil. It appreciates, however, the vast and complex problems facing the administration of Tanganyika in its attempts to meet this threat through a series of measures designed to open new land, and to improve conditions in present areas, through anti-erosion measures, provision of water supplies, redistribution of human and cattle populations and the introduction of more modern methods

* See Chapter II.

of cultivation.

2. The Mission is of the opinion, however, that only a small start has been made and that neither the scope nor the degree of the work now proceeding is sufficient to combat effectively the conditions which threaten and keep at a low level the peasant agricultural life of the Territory. In this connexion the Mission recalls the statements of responsible administration officials and residents of the Territory to the effect that, during the period of the mandate, the Territory was on a "care and maintenance" basis only and that large scale development was not initiated because of the uncertainty at that time over the Territory's political future, particularly the possibility of its return to German rule. The Mission feels therefore that, now the status of Tanganyika has been settled, more technicians and facilities could be made readily available to broaden and intensify the agricultural development of the Territory to a degree much greater than that now being undertaken.

3. Finally, the Mission wishes it to be understood that, as a group of non-technicians with insufficient time to closely examine such problems, it is not competent to comment on the scientific basis of the agricultural and reclamation schemes now proceeding. In this connexion, however, it feels that many of these problems now faced by the administration, in addition to their strictly technical nature, are basically, rooted in the traditions and social structure of the indigenous inhabitants and might therefore respond favourably to careful and intensive study by trained anthropologists and social scientists working in conjunction with agriculturalists, veterinarians, soil conservationists and other technical experts. The Mission suggests that if the Trusteeship Council desires further information it may wish to avail itself of the assistance of the specialized agencies, under Article 91 of the Charter, or invite other expert opinion.

2. Lands

1. The total area held by non-natives in Tanganyika is 2,885 square miles, or 1,846,278 acres. In terms of the productive area of the Territory, which was estimated in 1947 to be some 6,334,000 acres under cultivation by both indigenous and non-indigenous inhabitants, it may be considered that non-native holdings are of considerable importance. Furthermore, 2,555,000 acres - of relatively unproductive land, however - is scheduled to be alienated to the Overseas Food Corporation.

2. The Mission notes that although an important section of alienated land which belonged to ex-enemy owners is now intended, in great part, to be re-alienated to non-indigenous persons, further land is to be allotted
/to non-natives

to non-natives for settlement schemes. In this connexion the Mission notes on the one hand, the claims of Africans in certain areas that population congestion already exists and, to relieve this pressure, former German lands should be returned to them and new lands opened for their expansion. On the other hand, the Mission notes the statements of the Administering Authority that the land needs of the African inhabitants must have priority and that "land should not be allocated for non-native settlement, whether from the enemy estates or other areas, unless it can be shown that the land in question is not required for native occupation and is not likely to be required in the foreseeable future."

3. The Mission in noting the concern of Africans that the expansion of European settlement in Tanganyika may result in discrimination and certain economic, political and social disabilities which, in their minds, characterize the situation in Kenya where there is considerable European settlement, welcomes the assurances given by the Secretary of State in London that not only was the Administering Authority very much alive to this problem but that it was its firm intention to safeguard Africans in Tanganyika from a set of circumstances prejudicial to native interests which the Africans conceive as existing in adjacent territories.

4. In consideration of these factors, it is the opinion of the Mission that:

(a) All mission lands not now directly required for churches, hospitals, schools or other necessary social or religious services should be returned to the Africans.

(b) European colonization should be curtailed and the strictest control exercised to keep it at the barest minimum consistent with the development of the Territory and the present and long-range needs and interests of the African inhabitants.

(c) As a general policy, all ex-German estates should come under African ownership preferably on a co-operative basis. Appreciating the importance of continuing production on such estates and, particularly sisal estates, the Mission suggests that in those instances where Africans are not immediately capable of operating such schemes, the Administering Authority should consider schemes whereby such estates under African ownership might temporarily continue under non-African management until such time as the Africans are trained to assume full management.

5. Finally, the Mission suggests that the Administering Authority should be requested to make full annual reports on disposal of the ex-German lands, on any future alienations of lands, on the activities of the Land

Settlement Board and the Land Bank.

3. Mines

The Mission notes the rich and extensive nature of known mineral resources in Tanganyika and the promise of future mineralogical exploration which indicate an important and rapid expansion of mineral exploitation. Since mineral resources must be considered as an irreplaceable capital asset, the Mission feels that it is of the utmost importance to determine whether the Territory and its inhabitants are receiving a fair return for the exploitation and impoverishment of the Tanganyika sub-soil. In this respect the Mission notes the statement in the Colonial Office's Memorandum on Colonial Mining Policy:

"It should be Government's policy to secure that such a wasting asset should be converted into a permanent asset and that can be done by securing that the money accruing to Governments from royalties, etc. are employed to build up such assets, e.g., by training the local population as rapidly as possible to acquire the knowledge and the aptitude to support a higher standard of living."

In the absence of full and detailed information on all types of revenue derived by the Territory from mining activities, the Mission is unable to determine whether the Territory is receiving an adequate compensation for the exploitation of this most important capital asset. Although the rates of royalty appear to be low, particularly in respect of diamonds, the Mission feels that with the information it now has it is not competent to give a definite opinion. The Mission, therefore, suggests that the Administering Authority should be requested to transmit to the Trusteeship Council exact details and statistics of revenue from all sources accruing to the Territory's budget from mining operations in Tanganyika, together with a statement of the value of mining production and an over-all estimate of the mining companies' expenditure and profits.

4. Finance and Trade

1. The Mission hopes that the present duty on cotton piece goods can be reduced to enable the Africans to buy such goods at lower prices. Furthermore, since textile goods constitute the largest item in the imports of the Territory and since raw cotton ranks high on the list of the Territory's exports, the Mission strongly hopes that the Administering Authority will consider the possibility of establishing a textile factory or factories or will encourage private individuals to establish such a factory or factories in Tanganyika, and hopes that, in the event any textile factory is established in Uganda, the Industrial Licensing Ordinance will not prejudice the establishment of similar factories in Tanganyika.

/2. The Mission

2. The Mission hopes that the Administering Authority may encourage the development of secondary industries in Tanganyika, and that such disadvantages, if any, as may result from the customs union will be overcome.

3. The Mission appreciates the efforts of the Administering Authority to improve the system of native taxation and hopes that such efforts will succeed in establishing a progressive system.

4. The Mission hopes that the Administering Authority will present in future annual reports a simple and clear picture of the total expenditures on agricultural, educational and medical services.

5. The Mission suggests that the Administering Authority should present in future annual reports a full analysis of the economic and financial regulations, especially with reference to the roles and functions of the organs under the Inter-Territorial Organization in determining economic and financial policies of the Territory.

6. Finally, in view of the fact that the industry and commerce of the Territory are mostly in the hands of non-natives, the Mission expresses the hope that the Administering Authority may devise ways and means by which Africans may be trained in industry and commerce and enabled increasingly to participate in the industrial and commercial development of the Territory.

CHAPTER IV

GROUNDNUT SCHEME*

A. DESCRIPTION

In March 1946, the Managing Director of the United Africa Company Ltd. submitted to the Secretary of State for the Colonies and to the Minister of Food, a plan for the mechanized production of groundnuts in Tanganyika. The proposals appeared to be of sufficient importance to the British Government to justify the immediate despatch of an official mission to make extensive inquiries in East Africa. The Mission presented its Report in September 1946 and the United Kingdom Government decided that the Ministry of Food should put in hand immediately all the necessary preparations for carrying out the first year's work proposed by the Mission and should undertake a detailed investigation of the long-term plan in all its aspects. The investigation was completed early in December 1946. In the hope of producing an initial harvest early in 1948 the British Government invited the United Africa Company to act as managing agents for a limited period.

The plan involved the setting up of 107 mechanical units of 30,000 acres each, covering a total area of 3.21 million acres. According to the plan, 80 of these units would be located in Tanganyika, 17 in Northern Rhodesia, 10 in Kenya.

As the sites chosen in Tanganyika Territory were sparsely populated, tsetse infested, and comparatively waterless, their alienation, it is said, would not prejudice native rights or other interests.

* This section is a summary account of what the Mission has seen and has been informed of in connexion with Groundnut Scheme. It is not intended to be a comprehensive account of all aspects -- technological, economic, financial, social, etc. -- of the Scheme, which would easily run into a hundred pages. Members of the Trusteeship Council may wish to consult the following basic documents:

1. A Plan for the Mechanized Production of Groundnuts in East and Central Africa, Cmd.7030.
2. East Africa Groundnut Scheme, Review of Progress to the end of November 1947, Cmd.7314.
3. Overseas Resources Development Act, 1948.
4. Draft of Agreement between the Governor of Tanganyika and the Overseas Food Corporation.
5. The East and Central African Groundnut Project, by A.J. Wakefield, Paper read at the Royal Society of Arts, London, 20 April 1948.

The units were to be organized so as to provide centres for the introduction of improved standards of housing, health, nutrition, and welfare for the Africans.

The scheme required the construction of new railway lines, deep waterberths, bulk storage and port installations, and all-weather roads, the cost of which was to be borne by the Government of Tanganyika Territory.

At the end of March 1948, the scheme was transferred from the United Africa Company to a corporation owned and financed by the United Kingdom Government, having its own organization and a board of Directors answerable to the Government. This corporation -- the Overseas Food Corporation -- was recently established under the Overseas Resources Development Act, 1948, and to it was transferred the assets and liabilities of the Minister of Food relating to groundnut production in East and Central Africa.

Three large areas in Tanganyika are involved in the scheme:

1. Urambo in the Tabora district (Western Province), where preliminary work has started;
2. The Lindi, Masasi, Tunduru and Kilwa districts (Southern Province) where the prerequisite building of railways, roads and harbour facilities is now under way;
3. Kongwa in the Mpwapwa district (Central Province), where the work is most advanced. The Kongwa area was visited by the Mission.

The area selected for the first year's operations, the Kongwa region, is located 240 miles from Dar-es-Salaam and a few miles to the north of the Central Railway Line. A railway branch has been built connecting the new centre of Kongwa with the main line.

The target for the first year's planting at Kongwa was 150,000 acres, but the area actually planted was only 7,500 acres. Earlier calculations were upset by several factors: the inadequacy of port and transport facilities, the insufficient and inefficient machinery, initial difficulties of working with untrained and untried labour and other factors. The greatest difficulty however, was that in removing from the earth the extensive, tough and pliable roots of the Kongwa thorn bush which proved beyond the power of normal routine machines.

It was stated that it was difficult to estimate the 1948 crop, but it was thought to be 1,800 tons of which perhaps more than half was spoiled during the harvesting. At the time of the Mission's visit, about 12,000 acres were under cultivation and 45,000 acres of bush had been flattened. The area is in a large plain; the portion not then cleared was thickly

covered by bush. A reddish dust covered everything, plants, trees, buildings, huts, mechanical equipment, cars, etc. Few buildings have been erected and most of the "Groundnutters", European and African, live under tents. Services such as dispensaries, hospital and club house had been installed in corrugated-iron structures.

The Mission saw the areas which had produced the first crop of groundnuts and also watched African drivers opening up new land with bulldozers. It visited the reception labour camp, the rations tent, the kitchen, the hospital, the dental clinic, the laboratory, offices and the camps for Europeans and Africans.

The Kongwa officials of the Overseas Food Corporation, as well as responsible officials in Dar-es-Salaam were asked several questions by the Mission. The information obtained locally, together with that gathered from the Secretary and the Assistant Secretary of State for Colonies in London is recorded in the following paragraphs:

Occupancy of the Land: Lease

In view of the interest shown by the Trusteeship Council in the occupancy of land by the Groundnut Scheme, the administration, at the request of the Mission, prepared the following written statement on the subject:

"The procedure laid down by the Government of Tanganyika for dealing with the rights of Africans occupying land for which non-Africans have applied is briefly as follows:

"If the Governor decides that the alienation of a particular parcel of land may be considered, the Administrative Officer of the district in which the land is situated is required to submit an inspection report relative thereto, together with the application for, and a sketch plan of, the site required, setting out full particulars of the individual African interests involved, and stating whether the Africans concerned would wish to remain on the land or would be willing to vacate it on payment of compensation to be assessed by the Administrative Officer of their district. The attitude of the local Native Authority to the proposed alienation must also be ascertained, and in submitting his report the Administrative Officer must give his own opinion as to whether or not he considers that retention of the land applied for is necessary for the present needs of the local tribe, or may be required by them in the foreseeable future. If it is considered that the land is not so required, any Africans then occupying it are to be given the option to continue to do so or to

remove to another area. Should they decide to remain on the land, they are to be allowed to do so, and are under no obligation to obtain any title to the land other than their claims to usufructuary interests under Native Law and Custom. If they are willing to remove to another area, they are to be given compensation for the loss of their huts (calculated on the basis of so much per room), for the loss of their land (calculated on the basis of so much per acre), and for the loss of grazing rights (at so much per head of cattle). In addition, each African is to receive an allowance of 50 per cent, over and above his assessed figure for compensation, in respect of general inconvenience occasioned by the disturbance. Where the Africans do not actually reside on the land, but utilize it as grazing ground, they are each treated according to these general principles.

"The establishment of the Overseas Food Corporation in certain areas of the Territory for the cultivation of groundnuts has, naturally, led to a number of Africans vacating the land required and re-establishing themselves and their families on alternative land. When the Corporation's agents, the United Africa Co. (Managing Agency) Limited, originally reconnoitred the areas selected, they did so in consultation with the local administrative officers, and consulted the various Native Authorities concerned, and ascertained that they had no objection, in principle, to the proposed alienation of the areas required.

"The Corporation has not been placed in any favoured position by the Law with regard to the acquisition of land in the Territory, and is bound by the same rules and regulations regarding applications for Rights of Occupancy over land occupied by Africans, and payment of compensation to such Africans for disturbance, as is any other non-African settler.

"Following the procedure stated above, the Native Authorities concerned were consulted with regard to the occupation of land by the Overseas Food Corporation; schedules of compensation were drawn up for the different areas; these were approved by the Native Authorities and by the Africans whose individual interests were affected. These scales of compensation vary with the locality, but in all cases are considered to be generous. Kengwa, being the most important area, is a good example, and payment in this area was agreed upon as follows:

To each kraal owner with cattle	Sh.150/-
To each kraal owner without cattle	Sh.100/-
To each hut owner	Sh. 50/-

/"In

"In the Southern Province, the compensation schedules are as follows:

Hut according to the value, which varies in localities and according to the construction, but the minimum is

Sh.50/-

Cultivated land, per acre

Sh.25/-

Standing crops, in accordance with the agreed output per acre for different crops, assessed at the current market selling price

Fruit and other trees, at a flat rate for each type of tree, e.g.

Coconut

Sh. 7/50 per tree

Mangoes and citrus

Sh. 3/- per tree

Bananas

Sh. 3/- per clump

Cashew nuts

Sh. 4/- per tree

"Transport of all persons moving is provided by the Overseas Food Corporation.

"In any area selected by the Overseas Food Corporation, the Administrative Officer concerned interviews the local Native Authority and the individual natives affected. They are informed of the proposed alienation of the land to the Corporation, and asked if they are willing to make the land available and themselves move to alternative land, to be provided for them. If they decline to move, the land occupied by them is excised from any area granted to the Corporation. If they express willingness to move, then the Administrative Officer arranges for a suitable alternative site and locality for them. Transport is provided for them to the new site, and, as may be considered necessary in the circumstances of each particular case, assistance is given in the way of ploughing new land, building new houses, arranging water supplies, etc. Before removing to the new site, each African signs the compensation schedule previously prepared, and is paid the agreed sum in respect of compensation on the basis referred to above. The compensation is in each case paid in the presence of the local Native Authority, and a receipt from the recipient is obtained."

The Mission was informed at Kongwa that about 500 families have already been moved from the area, and that another 500 families are likely to be moved if all the 15 units of 30,000 acres each are cleared, as is at present anticipated.

/Negotiations

Negotiations undertaken by the United Kingdom Government and the Government of Tanganyika for the lease of land had not yet been finally approved when the Mission was in London. However, the proposed lease, a copy of which was given to the Mission, provides for a term of occupancy commencing on the date of assumption of occupation and expiring on 31 December 2044. A rent of five cents (East African currency) per acre per annum is to be paid, subject to revision by the Governor on 1 January 1979 (and 33 years later). The land is to be used only for the purpose of carrying out the duties imposed on the Overseas Food Corporation by Section 3 of the Overseas Resources Development Act, which specifies that the duties of the Corporation are to secure, at the invitation of the Secretary of State for the Colonies, "the investigation, formulation and carrying out of projects for production or processing in places outside the United Kingdom of foodstuffs or agricultural products other than foodstuffs" and their marketing, and for the first project to be carried out by them, to secure "the large-scale production of groundnuts, together with crops rotational therewith or auxiliary thereto, in colonial territories in East and Central Africa and the marketing thereof". The Corporation "shall not enter into occupation of any area which may be occupied by an African in accordance with native law and custom until (a) such African has agreed with the District Commissioner ... to surrender his occupational rights, (b) the District Commissioner is satisfied that there is suitable alternative land available to the African for resettlement, (c) that such African has been paid by the Corporation such compensation as may be approved by the Governor." The Corporation is to bear the cost of such survey and demarcation as may be requisite or necessary from time to time as may be determined by the Governor. The Corporation is not permitted to sub-divide the land nor assign, sublet or part with the possessions of it without previous consent in writing from the Governor. Provisions are made for the Corporation to take all measures for the protection of the soil, for the preservation of soil fertility and for the prevention of soil erosion; provisions are also made for the protection of running water which must be kept clean of any matter which could injure the fish or pollute the water. The question of forest royalties was still under discussion at the time of the Mission's visit in Tanganyika. The draft agreement finally provides that "for all purposes", the Agreement is to be interpreted in accordance with the laws of Tanganyika.

B. LABOUR QUESTIONS

The declared intention of the Overseas Food Corporation is to "standardize agreed levels of skill with appropriate levels of wages in

/respect of

respect of all employees of the Overseas Food Corporation who are working at trades for which a Standard Trade Test has been established; tests covering additional trades will be added as the need arises." Trades have been grouped according to the ability and length of training required to master them. All trades in each group will be paid within the same scale. Each group is divided into six classes, from learner to class 1, class 3 being approximately "at the present top level of skill of an African tradesman."

Employees of group A (draughtsmen, dispensers, electricians, health assistants, mechanists, moulders, storekeepers, turners, etc.) receive a salary starting at Shs. 20/- for a learner to a maximum of Shs. 720 a month for class 1 in this category.

Employees of group B (bakers, cooks, drivers, plumbers, quarrymen, shoemakers, tailors, etc.) receive salaries ranging from Shs. 20/- for a learner to Shs. 600 a month.

In groups C and D, salaries range from Shs. 20/- to Shs. 430 and from Shs. 20/- to Shs. 190 a month.

The wages of unskilled labour are Shs. 15/60 per month for Government Medical Standard 1 and 2, and Shs. 13/- for Standard 3. A lower grade labourer is promoted to the higher grade at the end of any month provided his work justifies it. A bonus of Shs. 3/- per month is paid in both standards during the first three consecutive months provided the man is not absent from work on more than 2 working days in the month. In the fourth and succeeding consecutive months a bonus of Shs. 5/- per month is paid in both standards provided the man is not absent for more than two working days in the month. If absent for more than 2 working days and less than 5 working days the bonus is reduced to Shs. 2/-.

The Mission was informed that the food ration scale at Kongwa is as follows:

(i)	Maize	24 ounces)	*
	Groundnuts	2 ounces)	
	Beans	4 ounces)	
(ii)	Meat	4 ounces)	
(iii)	Vegetables	8 ounces)	Daily
(iv)	Chillies	$\frac{1}{4}$ ounces)	

* Controlled by Government Regulations

Salt	4 ounces)	
Sugar	8 ounces)	weekly
Vegetables oil	2 ounces)	
Red palm oil	1 ounce)	

- (i) May be substituted by millet or sorghum meal twice weekly
 - (ii) To be substituted by 4 ounces of dried fish daily three times weekly. Fresh meat may be substituted by Liebig's tinned meat in equal proportions.
 - (iii) When supplies permit, composition to be 3 ounces of root vegetables, 3 ounces of green leafy vegetables, 2 ounces of onions and/or tomatoes.
 - (iv) Chillies to be fresh or dried ground; when available 1/2 ounce of curry powder is issued in lieu, not more than once weekly.
- N.B. The hospital may draw 12 ounces of soft fruit or 2 oranges weekly for each in-patient.

Rations are not issued free to the families of labourers, but may be purchased in the Corporation's African shops where they are available.

As to clothing and equipment, the Mission was informed that each labourer is issued with two blankets, a double mess tin, mug and spoon, and that water bottles are issued when the labourer is working at a distance from water. Tractor drivers are issued with protective clothes and goggles.

The reception camp for African labour accommodates about 1,600 men and is used mainly for transit labour. At the camp, the labourers are medically examined, registered, and issued blankets and mess tins. They remain only a short time, some of them not more than 48 hours. A second camp, with about 1,500 persons, is for the static labour such as contractors and skilled workmen.

The Deputy Chief Health Officer at Kongwa stated that the incidence of sickness among the African labourers working on the Scheme was between 4 and 5 per cent. Most of the cases treated were for malaria, relapsing fever, dysentery and chest disorders. The dispensary treats from 400 to 500 out-patients per day; many of these patients are not employed by the Corporation, but come from neighbouring areas. It was stated that most of the Africans recruited for work in the groundnut area are of a low physical standard, but show a marked physical improvement after a few months employment on the new rations.

The Mission expressed its interest in the type of housing to be provided for African labour, and was told that the buildings would comply with the standards laid down by the Government, the intention of the

/Corporation

Corporation being to set up model villages.

The Mission inquired whether a pension plan had been established for employees, and was told that although no pension plan had been established, a Provident Fund was under consideration. It was also pointed out that, under the laws of the Territory, all employers are required to provide for accident and fatality compensation.

In reply to a question by the Mission as to whether it would be possible to increase the wages of unskilled workers, it was stated that it would be poor policy to raise wage rates at a time when there was a shortage of consumer goods, and that the wage rates paid by the Corporation conformed with the local rates.

The Mission inquired whether employment of the 30,000 non-skilled labourers required by the Scheme would adversely affect the supply of labour for other industries. It was stated that perhaps the Mining Companies and the Sisal Growers might complain, but taking into consideration the needs of the Territory as a whole, and the potential labour supply, the number of natives employed in the Groundnut areas, especially after a permanent labour force had been built up, would not be large enough to affect adversely the labour requirements in the Territory. It was added that as the Africans became accustomed to working more regularly, the strain on the labour situation would ease.

To the Mission's request for information on the educational programme it understood was being planned with the advice of UNESCO, it was stated that this programme was being formulated between the metropolitan Government in London and UNESCO representatives, no details were available locally.

The Overseas Food Corporation is running a Training Centre, located at Ifunda (Southern Highlands Province), which was visited by a member of the Mission, and where 3,000 workers will be trained annually for mechanical work in the Overseas Food Corporation farming areas. The objective is to provide them with a full European standard of skill, especially as highly skilled fitters and vehicle mechanics. Training will be given by a European staff expected to amount to 40 members at the end of the year, and an African staff of instructors. Trainees receive a salary varying from Shs. 10/- to Shs. 35/- a month according to skill. It is the opinion of the Acting Principal of the Centre that even turning out 3,000 men a year, the Centre will still fall far short of the demand for skilled men.

C. **BENEFITS TO BE DERIVED BY TANGANYIKA AND ITS INHABITANTS FROM THE OPERATION OF THE GROUNDNUT SCHEME**

In Kongwa, Dar-es-Salaam and, later, London the Mission expressed deep interest in the manner in which the Territory and its inhabitants - and,

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specifically the African inhabitants - would benefit from the Groundnut Scheme. It was told that Tanganyika would obviously be enriched by clearing and later by bringing into production three and a quarter million acres of land which originally was waterless, infested by tsetse, covered with thick bush and sparsely inhabited and which, despite the good qualities of soil, would otherwise be useless.

It was stated in London that hand-hoe agriculture in Africa is doomed and unless hoe-culture is superseded by mechanical agriculture production, Africa itself is doomed. "The Groundnut Scheme", it was stated, "is the first example of large scale mechanized development in a primitive area. We have every confidence in the Scheme, yet nobody can be certain of success."

At Kongwa it was stated that, as far as the African workers on the Scheme are concerned, they would be better housed and better fed than ever before. They would be taught to become trained agriculturalists. Their children would receive education, there would be adequate medical services and, in general, the standard of living would be improved. The Scheme in fact would set an example for the future development of agriculture, and by its repercussions in other areas would stimulate improved housing among Africans and raise their standards of living generally.

There would be model villages, equipped with African social services in health matters and education and with their own system of local government. Eventually villages would be able to run their own affairs, and since the inhabitants belonged to different tribes, a new and modern system of administration would be introduced.

It was stated at Kongwa that "when the time comes for handing over the scheme to the Africans they would be prepared socially, politically and economically to manage it". In the meeting held in London, it was stated that everybody has been so concerned with the initial stages of the Scheme that details of its eventual transfer to the Africans had not yet been worked out, but that the Government will firmly adhere to the intentions it has published. A similar reply was received at Kongwa that, so far, no definite plan exists for the eventual control of the Scheme by the Africans but that, at some undetermined time in the future the Africans would run it themselves, probably on a co-operative basis.

If the proposed lease is approved, the rental to be paid for the land occupied by the Scheme would be 5 cents (African) per acre. The Tanganyika Government was of the opinion that since the land was so poor and otherwise valueless, and since there is a heavy capital cost in clearing, plus the fact that the Overseas Food Corporation would pay (undetermined) royalties on timber, 5 cents per acre is a reasonable rental.

The Mission inquired if there were to be direct financial benefits other than the payment of the nominal rent. It was stated that it was anticipated that important benefits would accrue from such sources as increased customs revenues, freights, excise taxes, vehicle licences and other duties as well as from the income tax which would be paid in Tanganyika by the employees of the Corporation. It was added that the increase in the customs revenue due to the activities of the Overseas Food Corporation was now L12,000 a month.

The Mission inquired at Dar-es-Salaam whether the Overseas Food Corporation would pay any other taxes in Tanganyika. The member for Trade and Finance stated that the Corporation would be liable to the same income and other taxes on its profits as would be any private corporation. The Mission pointed out that it might be several years before any profits were realized by the Corporation and, in view of this fact, would any export taxes or similar duties be imposed? It was stated that export taxes were not advisable since this penalized the producer and discouraged business. The Mission thereupon inquired how the profits of the Overseas Food Corporation would be reckoned; it referred to the statement in the first White Paper on the Groundnut Scheme (Cmd. 7030) that the Scheme "would mean a saving in Britain's food bill of over L10,000,000 per annum". The Mission wished to know whether this saving would be at the expense of Tanganyika's budget; in other words, did this mean that the Overseas Food Corporation would sell its harvest to the Ministry of Food in London at cost price or at a price lower than the prevailing world price so that, as a consequence, there would be no profit for Tanganyika to tax? The reply was given at Dar-es-Salaam that, as far as was known there, normal income tax would be paid by the Corporation on its profits and it was to be assumed that such profits would be calculated in terms of prevailing world prices; however, this point might be clarified in London.

At the Mission's meeting with officials of the Colonial Office and an official of the Ministry of Food in London, it was stated that the Overseas Food Corporation is hoping to earn a profit since the Corporation must pay its way and is not to be subsidized. The Corporation will keep proper accounts and other records as does any ordinary business and a financial statement will be prepared annually. The Mission was referred in this connexion to the statement in the "Overseas Resources Development Act, 1948" which created the Corporation, that "nothing in this Act exempts the Corporation from liability for any tax, duty, rate, levy or other charge whatsoever, whether general or local". It was further stated that discussions on the price at which the groundnut crop is to be sold have not reached a final stage and

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that, since the Corporation must show a profit in order to continue, it will drive the hardest bargain it can with Tanganyika in respect to such matters as its lease and rent and, will strive to obtain from the Ministry of Food the highest possible price for its groundnuts: on the other hand the Ministry of Food will naturally be interested in establishing as low a price as possible for the Corporation's groundnuts.

D. OBSERVATIONS AND CONCLUSIONS

1. The Mission is of the opinion that the Groundnut Scheme is a bold economic undertaking, which may contribute to the alleviation of the present world shortage of fats and oils and which may in the long run be of great benefit to the inhabitants of Tanganyika.

As the Scheme is just beginning to operate, only a few out of 80 units in Tanganyika having been completed, it is impossible to study the technical operations, the economic and financial consequences and the social implications of the entire Scheme. Undoubtedly the Administering Authority will submit full reports from year to year on the Groundnut Scheme as a whole. It is suggested that, in considering such reports, the Trusteeship Council may wish to avail itself of the assistance of the Food and Agriculture Organization in accordance with Article 91 of the Charter of the United Nations.

2. The Mission appreciates the intention of the Government of the United Kingdom to transfer the groundnut undertaking to the Tanganyika Government and eventually to the people of Tanganyika themselves, possibly on a co-operative basis. It suggests that the Administering Authority should be requested to formulate and submit an outline of a plan, indicating possible steps by which and necessary conditions under which the vast scheme of mechanized production with its complex financial and managerial structure may be transferred to the Africans.

It has been suggested that the clearing and the preparation of the groundnut land should be undertaken by a Government corporation while the actual cultivation of the groundnut units should be done by native co-operative societies. This idea, it seems to the Mission, is of great merit and, if put into practice, would be to the immediate benefit of the Africans and might reduce the capital expenditure on the part of the United Kingdom. However, the problem is quite complicated from every point of view - organizational, financial, technological, managerial - and the Mission is unable to study it as there is apparently no concrete plan in existence.

3. The Mission noted that under the original plan the agency managing the Groundnut Scheme was to sell groundnuts at cost to the Ministry of Food - which would seem to indicate that the agency would not be a purely commercial

concern and would not have to pay any corporation or profit tax to the Tanganyika Government. From the Colonial Office in London, however, the Mission learned that the Overseas Food Corporation would strive to obtain the highest possible price for its groundnuts and would be a commercial concern subject to all taxes.

It is therefore suggested that the Administering Authority should be requested to transmit annual financial statements or reports of the Overseas Food Corporation, including the prices of groundnuts sold to the Ministry of Food and the amounts of taxes (corporation or income taxes, customs duties, etc.) paid to the Tanganyika revenue.

4. The Mission appreciates the intention of the Administering Authority to build model communities in the groundnut areas and to so treat labourers as to set an example for private industries. Although at the present initial period labour conditions and wages in the groundnut areas are hardly better than those in private industries, the Mission has been assured that the Administering Authority will carry out its intention.

It is suggested that the Trusteeship Council should receive annual progress reports on

- (1) wages and rations;
- (2) conditions of housing;
- (3) medical services;
- (4) social and educational services; and
- (5) self-government.

Items (4) and (5) are of particular importance. When the Scheme is completed, some 60,000 Africans from different tribes will live together in a few model communities. In a sense they will be "detrribalized"; it is essential they should feel that they "belong". The problem of teaching basic English as a lingua franca and using it as a medium of instruction in general education and in technical training, the problems of organizing self-governing institutions to take the place of tribal organizations, and above all the problems of maintaining social harmony, reducing religious friction and tribal difference, and creating and developing a feeling of community would require the soundest of human engineering. It is suggested that, in considering reports on such matters, the Trusteeship Council may wish to avail itself of the assistance of the United Nations Educational Cultural and Scientific Organization and the International Labour Organization in accordance with Article 91 of the Charter.

5. Although the groundnut areas are mainly virgin bushland, there must be or have been several thousand people living in those areas, which

total some 5,000 square miles. The Mission suggests that the details on the treatment of the people moved or to be removed from such areas by the Overseas Food Corporation should be annually transmitted by the Administering Authority to the Trusteeship Council.

6. It has been stated that the Groundnut Scheme was conceived and is being executed in the interests of the Empire rather than in the interests of Tanganyika, and that since Tanganyika is in shortage of subsistence food the cultivation of groundnuts, an export crop, will be of little benefit to the people of Tanganyika.

The Mission is of the opinion that the Groundnut Scheme, regardless of its origin, would be beneficial to the Trust Territory if, in the first place, the Scheme were eventually transferred as contemplated to the people of Tanganyika on a co-operative basis; in the second place the revenue of the Territory were greatly increased by the profit and income taxes and customs duties paid by the Overseas Food Corporation; and, in the third place, the model communities in the groundnut areas were really to become examples for existing and future industrial or mining communities in the Territory.

CHAPTER V

SOCIAL ADVANCEMENT

A. LABOUR

1. General

Plans for the expansion of agricultural, mining and other economic activities in Tanganyika are on a scale which threatens for the next few years at least to strain the Territory's capacity to supply the demand for labour, especially skilled and semi-skilled labour. At the present time, certain industries are already experiencing considerable difficulty in recruiting an adequate labour force.

In addition to a growing shortage in numbers available, major problems of native labour are said to include low standards of efficiency, disinclination for regular work, and lack of discipline. A need for securing rational utilization and distribution of labour resources is also expressed.

The need for skilled labour is said to be heavily straining Government training facilities. One training centre is maintained near Dar-es-Salaam for the technical training of African ex-servicemen; 828 trainees passed through it in 1947. The provision of permanent facilities for technical training has been accepted in the Territory's Development Plan. The Railways and Ports Services have their own training school at Tabora and other technical services of the Government maintain facilities for training apprentices. However, "very few facilities for training skilled and professional workers are afforded by established industries". Some of the large mining concerns, however, provide training and an ambitious project of this nature is under way at the Groundnut Scheme's new school at Ifunds.

The labour census of February 1947 showed a total of 324,533 Africans employed in the Territory, distributed as follows:

Sisal plantations	104 277
Essential foodstuffs	25 094
Other Agriculture and Farm	46 267
Trades, Transports, etc.	13 265
Mines	16 990
Timber	9 983
Public Services, Railways	60 037
Domestic services	25 500
Miscellaneous	21 291
Unclassified	1 829

Of this total, 289 877 were male adults, of whom 20 291 were on attested contracts; 11 144 were female adults and 23 512 were juveniles.

Some 4 250 persons left the Territory in 1947 in search of employment in Southern Rhodesia, the Union of South Africa and Kenya. A migration of labour from neighbouring territories, however, to some extent counterbalances the outward movement. There is a considerable influx from Northern Rhodesia and Portuguese East Africa and, to a lesser extent, from Ruanda-Urundi. Complete statistics of the numbers involved could not be obtained but it can be said that, although the annual variation is large, the numbers always amount to some thousands.

2. Labour Department

The Labour Department of Tanganyika Territory consists of five sections: Administrative, Industrial Hygiene, Factory Inspectorate, Labour Exchanges and Training. In 1947 the authorized establishment of the Department was: 1 Labour Commissioner, 2 Deputy Labour Commissioners, 18 Labour Officers, 1 Chief Factory Inspector, 1 Factory Inspector, 1 Medical Specialist, 1 Electrical Engineer, 1 Assistant Electrical Engineer, 4 African Labour Inspectors, and 7 African Labour Hygiene Assistants.

The main functions of the Department are: inspection of labour conditions, the provision of assistance and advice to workers and employers, the promotion of good relations between employers and employees, and the provision of information regarding labour. The Department also carries out the Conventions adopted by the International Labour Organization and which apply to the Territory.

The Labour Department is responsible for the care of the African Labour force in the Territory. In addition it maintains a chain of labour camps and shelters on the main labour routes for the use of Africans travelling to and from the main employment areas, and it is opening labour exchanges at the more important district headquarters with the object of placing skilled and semi-skilled persons, both ex-servicemen and civilians alike, in touch with potential employers. In 1947 82 Europeans, 26 Asians, 46 438 Africans were registered at the 16 exchanges, of whom 46 Europeans, 20 Asians, and 4 199 Africans respectively were placed in employment.

A Labour board was established by statutory authority in 1940 (Master and Native servants (Amendment) Ordinance, 1940) to consider and advise the Government on matters connected with the employment of indigenous labour. It consists of public officers, employers and such other persons as may be appointed by the Governor.

3. Wages and Hours

Average monthly rates of wages paid to indigenous employees and hours of work were as follows in 1947:

<u>Occupation</u>	<u>Average Monthly Wages*</u>	<u>Average Hours of Work per Week</u>
<u>Agriculture</u>	<u>Skilled</u> : Shs. 21/- to Shs. 100/- per month	Varies from 20 to 40
	<u>Semi-skilled</u> : Shs. 15/- to Shs. 65/- per month	
	<u>Unskilled</u> : Shs. 5/- to Shs. 30/- per month	
<u>Trade, Transport and Industrial Establishments</u>	<u>Skilled</u> : Shs. 21/- to Shs. 100/- per month	44 to 48
	<u>Semi-skilled</u> : Shs. 15/- to Shs. 80/- per month	
	<u>Unskilled</u> : Shs. 8/- to Shs. 30/- per month	
<u>Timber Production</u>	" "	44 to 48
<u>Mining</u>	" "	44 to 48
<u>Domestic and Personal Services</u>	<u>Cooks</u> : Shs. 30/- to Shs. 150/- per month	48
	<u>Houseboys</u> : Shs. 15/- to Shs. 80/- per month	
	<u>Ayahs</u> : Shs. 20/- to Shs. 40/- per month	
<u>Unclassified</u>	<u>Skilled</u> : Shs. 40/- to Shs. 100/- per month	40 to 48
	<u>Semi-skilled</u> : Shs. 12/- to Shs. 80/- per month	
	<u>Unskilled</u> : Shs. 8/- to Shs. 30/- per month	

On several occasions, the Mission raised the question of the possibility of a general wage increase for African labour. In reply, both administration officials and private employers stated that a rise in wages would serve only to further unsettle the present labour situation since, as the African has only a limited need of cash, he would merely leave his job earlier if he earned

* Wage rates vary, to a large extent, according to locality. The rates quoted include those paid to juveniles where such employment is permitted.

the amount he wished in a shorter period of time. Furthermore, it was added, it was not a sound policy to raise wages when at present there was a lack of consumer goods in the Territory. Certain employers remarked that Africans could not expect to receive higher wages until they were prepared to work harder, longer and more regularly.

The Minimum Wages Ordinance (No. 19 of 1934 as amended by No. 14 of 1947) authorizes the fixing of minimum wages for piece work or time work, or for special classes of employees, in any area, undertaking or occupation, after due inquiry by wages boards. This Ordinance has never been applied in the Territory; administration officials explained that it has not yet been found necessary to do so and that the tremendous variations in conditions and standards of living throughout the Territory would make it extremely difficult to lay down a minimum wage applicable for the entire Territory.

No legislation exists concerning maximum hours of work for labourers, except in respect of women, children and lorry drivers. The administration stated, however, that such legislation will be considered in its next revision of labour legislation.

4. Recruitment of Labour

The recruitment of labour in the Territory is carried out by private organizations and individuals in accordance with the requirements of the International Labour Organization Convention of 1936 on the Recruitment of Indigenous Workers. In 1947, 22 348 male workers were recruited of which 14 563 were for sisal plantations. No female workers were recruited.

At the present time, professional recruiters receive between Shs. 60/- and Shs. 80/- per labourer delivered to the place of employment.

The Master and Native Servants (Recruitment) Ordinance, 1946, provides for the licencing of recruiters under certain safeguards. Recruiters may be required to deposit a bond and in addition, to furnish sureties. The Ordinance lays down regulations concerning the age of the recruited person, his free transport and that of his family to the place of employment, transport on return to the place of recruitment, the supply of necessities during the journey to and from the place of recruitment etc.

The African Association of Arusha in commenting on the recruiting system said, "We do not like the labour recruiting system. In the old days, the Government stopped the Arabs from slave-trading. But now the Government seems to be doing a similar thing by licencing recruiters who are very much like slave traders. They cheat our people, give them false promises and send them to work under very poor conditions to strange masters."

5. Compulsory Labour.

Legal provision for the calling out of labour for essential public works and services is contained in the Native Authority Ordinance.

It is stated that labour so engaged must be paid and the making of orders for this purpose is subject to the proviso that no person shall be compulsorily employed:

1. For a longer period than sixty days in any one year.
2. If he be fully employed in any other work or has been so employed during the year for a period of three months.
3. 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 for compulsory labour. For the twelve months ended 30 September 1947 workers who were compulsorily employed totalled approximately 8 000 persons. It was stated that such labour is paid at prevailing local rates.

During the Second World War conscription of labour providing, among other projects, for work on private estates was introduced (Compulsory Service Ordinance, 1940). The Ordinance expired 24 February 1946, but under Defence (Conscripted Labour Continuance) Regulations, 1946, persons engaged in the production of certain essential supplies were required to continue to perform the duties in which they were engaged, although not beyond 30 September 1948.

6. Rations

The Tanganyika administration under the Master and Native Servants (Proper Feeding) Regulation of 1944 has provided that adult male servants shall receive a daily ration of not less than 3 500 calories which must include certain specified constituents.

In this Regulation the administration has set out a schedule of qualitative value for each article of foodstuff. A suggested ration scale to comply with this regulation appears in General Notice No. 33 of 1945 (detailed on page 254 of 1947 Annual Report on Tanganyika). There is no legal requirement compelling an employer to provide rations for the wives and children of his employees, but an Administration spokesman stated that, in fact, some employers do so. It was also stated that some employers give rations in excess of the Government requirements.

Some adjustments in the ration scale were necessary during the period of food shortages during the war, but it was stated that, as the food situation has eased, such adjustments are no longer necessary.

7. Housing and sanitary conditions

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 the Government. These regulations prescribe the types and minimum dimensions of dwellings that may be erected for the
/accommodation

accommodation of labour together with the minimum sanitary arrangements.

8. Medical conditions

The Master and Native Servants (Medical Care) Regulations (Government Notice No. 153 of 1947) define minimum standards which all employers must provide. According to these regulations, employers of more than ten labourers must provide certain drugs, dressings and first aid equipment. Employers of over one hundred labourers must provide and maintain both a hospital and a dispensary in accordance with the requirements of the Director of Medical Services.

9. Labour inspection and penal sanction for employers.

Labour conditions are regularly inspected by officers of the Labour Department. In cases where conditions are in violation of labour regulations, offenders are liable to prosecution. Reference was made to a recent case in which a sisal planter was imprisoned because of the improper sanitary conditions provided for his labour. In 1947, 101 employers were prosecuted in "Labour Officer" Courts of whom 57 were convicted; seven offenders being imprisoned, 14 being fined and six being bound over. The main offences were (a) procuring breach of contract by servants; (b) failure to enter particulars on labour cards; (c) failure to pay wages.

In extreme cases or where labour violations continued, the administration is empowered to close all recruitment to mines, plantations or other industries. It was stated, however, that this was rarely done. It is to be noted that such action would affect recruited labour only and not other labour.

Information on the standards at which the Government expects employers to aim and advice on the treatment of labour are contained in "The Welfare of the African Labourer in Tanganyika" by Dr. K.C. Charron, formerly Medical Specialist in the Labour Department. This book has been distributed to employers of labour in the Territory.

10. Penal sanctions for labourers

The Penal Sanctions (Indigenous Workers) Convention, 1939, of the I.L.O. has been applied in the Territory with two reservations. The first reservation applies to any labourer, over the apparent age of sixteen years, who uses abusive or insulting language to his employer "calculated to provoke a breach of peace". Such an offender is liable on conviction to a fine "not exceeding the amount of half a month's wages or to imprisonment 'or one month."

The second reservation applies to any labourer, over the apparent age of 17 years, who unlawfully departs from his employer's service "with intent not to return thereto". Such an offender is liable on conviction to a fine "not exceeding fifty shillings or to imprisonment for three months". If at the time of such departure, the labourer has been advanced wages "from which it appears that he intended to defraud his employer", he is liable on conviction to a fine not exceeding one hundred shillings or to imprisonment for six months.

Offences committed by employees during 1947 for which they were prosecuted in "Labour Officer" Courts resulted in 142 convictions out of a total of 147 prosecutions. Of those convicted, 115 were imprisoned, 20 fined and 7 bound over. One hundred and twenty seven of those sentenced were in respect of unlawful departure from employer's service, and 8 were for "refusal and neglect to fulfil their contract of service".

In explaining these penal sanctions for labourers, an Administration spokesman said that the African labourer must be taught to be responsible, to realise that when he agrees to a contract he has certain duties and obligations which he must fulfil. Furthermore, it was stated, the employer has concurred considerable expense in paying for the transport and equipment for his labour as well as in recruiters fees, which he loses when a labourer deserts. In respect of abusive or insulting language, it was stated that African command of satire and bitter invective transcends the comprehension of Europeans who have never been exposed to it. For these reasons, it was added, the Administration has retained the penal sanctions.

11. Workmen's Compensation

The Administration is now engaged in drafting legislations in respect of workmen's compensation. The Secretary of State for the Colonies has suggested that the three East African territories should have uniform legislation; it was stated that this was of importance in view of the amalgamation of the railways and other joint departments.

A conference of the Labour Commissioners of Tanganyika, Kenya and Uganda was held at Nairobi which led to a draft bill based on the Kenya Ordinance and the Madras Workmen's Compensation Act. The Bill contains provisions on compensation for injury, incapacity or death of the worker, medical aid, provision for occupational diseases and for compulsory insurance in respect of prescribed occupations. If the Bill is enacted the provisions regarding compulsory insurance would come into force at a later date which would be decided in consultation with Kenya; Tanganyika Authorities have been advised that Kenya does not intend to introduce this clause "for some considerable time" and until there has been ample

/opportunity

opportunity for studying the operation of the Ordinance.

This Bill has been referred to the Labour Board; it is anticipated that, if passed by the Legislative Council, it will come into force in 1949.

12. Trade Unions

The Trade Unions Ordinance (No. 23 of 1932 as amended by No. 30 of 1941) grants the right of association of workmen and workmen, workmen and masters or masters and masters. The trade union movement in the Territory is still in its infancy. An Administration official stated that the only real union in Tanganyika was the Dock Workers Union.

At a meeting held with officials of the African Cook's, Washerman's and Servants Association, it was apparent to the Mission that even such workers, in close contact with Europeans, have an imperfect understanding of the aims, structure and functions of the trade union system. Two officers of the Labour Department recently sent out from England are said to be specialists in trade union affairs. One acts as Government Employees Welfare Officer, and the other is at present investigating problems connected with the employment of port labour.

No industry in the Territory has yet established machinery for collective bargaining.

13. Strikes and Arbitration

Two recent strikes were brought to the notice of the Mission. The strike of dock workers at Dar es Salaam occurred in 1947 and that of labourers at the Geita Gold Mine in May, 1948.

The dock workers were on strike for 8 days in September, 1947 over wages, hours and other labour conditions. Under the terms of the Trades Disputes (Arbitration and Inquiry) Ordinance (No. 11 of 1947), the Governor referred the matter for settlement to an arbitration tribunal of 3 members composed of one representative of the employers, one representative of the employees and an independent chairman nominated by the Governor. An essential point of arbitration was that the strikers had to return to work before arbitration started; this was agreed upon. The award of the Tribunal, published by the Administration in both English and Kiswahili, made the following awards; rises in wage rates for both permanent and casual employees; the specification of overtime rates; the definition of hours of work, and rest hours; provision for meals; deductions for unauthorized absence by workmen; medical and hospital treatment, compensation for injury; increments; liaison between workmen and employers.

At the Geita Gold Mine, five hundred workers were involved in a strike in May 1948. As explained by administration officials, the strike was due to two major factors; wages lower than those prevailing in the sisal

/plantations

plantations and lower than had been promised to the workers by the professional recruiters who had brought them to the mines; poor relations with the European compound manager and unsatisfactory means of airing grievances. This strike was settled with the raising of wages and the appointment of a new labour manager at the mine who is said to be instituting several reforms.

14. Statements by Africans on Labour Conditions

The statements of the African Association of Arusha in respect of labour recruitment has already been mentioned.

Officers of the Tanganyika African Association told the Mission of several aspects of the labour situation. They said that men left their villages to work, for a variety of reasons: to obtain money to pay taxes, to purchase clothes, to educate their children, and to earn money to marry. People in the Southern Highlands, it was stated, left Tanganyika for South Africa where working conditions were said to be better.

The Association also expressed concern over the breaking up of family life by recruitment of labour as there was no encouragement for labourers to have their families with them and housing facilities for family life were not generally available. The Association felt that employers should provide adequate facilities for labourers and their families, as separation frequently leads to immorality, the spread of venereal disease and other undesirable conditions.

Complaints were made that the wages paid to African labour is too small and housing accommodations very poor. It was also alleged that generally the food ration for African labour is insufficient and nutritionally deficient. The Association stated that the present force of the Labour Department was too small to supervise labour conditions effectively. It suggested the appointment of more African labour inspectors, as Africans who could enter the huts, eat with labourers and more closely observe their living conditions would be better judges of labour conditions and requirements than Europeans.

Many similar points also appear in the petition presented by the Tanganyika African Association (T/Pet.2/-).

The Chagga Native Council told the Mission that "some employers look after their labour; many do not. We have a Labour Commissioner before whom we can lay our complaints."

15. Labour Utilization and Rationalization Bill

The growing competition for labour in Tanganyika in face of the shortage of labour has given rise to a Bill which has for its purpose the utilization and distribution of labour throughout the Territory. Since this Bill, if

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enacted, will radically affect the labour situation in the Territory, it deserves close attention.

It is proposed by this Bill, which is entitled "Labour Supply and Utilization Commission Ordinance, 1948", to establish a Commission for the entire Territory, to be responsible for the recruitment of labour and its distribution among the various industries and employers throughout Tanganyika. The Commission will be a non-Governmental body but legislation by the Government is necessary to achieve its aims, and the Governor will be responsible for appointing the members of the Commission. Financial support for the Commission will come from funds derived from a levy imposed on every employer of labour according to a schedule to be fixed by the Commission, subject to the approval of the Governor in Council. The Bill has passed its first and second readings and has been referred to a Select Committee of the Legislative Council. One African member of the Legislative Council is on the Select Committee.

During an interview with the Member for Labour, Education and Social Welfare, the Mission was told that the need for such a Commission arose from the urgent necessity for rationalizing and regulating all matters relating to the recruitment, utilization, transport, etc. of labour in Tanganyika.

Briefly, the background of the Bill is as follows. After World War II, the sisal growers, faced with the growing problem of labour competition among themselves, decided to rationalize the distribution of their labour. The Sisal Growers Labour Bureau was therefore established. It was given sole powers by Government legislation to recruit and transport labour for the sisal industry. Similar problems, however, faced other large employers of labour such as the mines and the European farmers in the Northern Province who now required more labour to meet the increased demand for foodstuffs for expanding mine and plantation labour, and for export. Furthermore, new enterprises such as the Groundnut Scheme and the development programmes also required a share of the labour supply.

On the other hand African farmers were becoming less willing than formerly to leave their lands because of the higher prices paid for food and export crops.

Consequently, competition for labour within and amongst the various industries increased sharply in face of the growing labour shortage. Various mines joined the Mining Association in order to rationalize their labour problems, and European farmers in the Northern Province formed a Labour Utilization Board to cope with their labour requirements.

From this situation emerged the idea to organize one central authority which alone would be responsible for the recruitment of labour and for the distribution of labour so recruited amongst the various industries and employers

in Tanganyika. A Conference was held in Dar-es-Salaam in 1947 to which all industries sent representatives. A Committee was appointed and its report was approved by the Conference. The essentials of the report have been incorporated in the pending Bill.

It is proposed in this Bill that the Commission be composed of a Chairman; two members each to represent the sisal and mining industries and the Overseas Food Corporation; one member to be nominated by the Labour Utilization Board for the Northern Province; one member each from the Southern Highlands Province and the Tanga Province; one member to represent the East African Railways and Harbours Administration; one member to represent the Departments of the Government which employ labour; and "not less than two members to represent the interests of employees". Further members may be appointed by the Governor after consultation with the Commission "to represent any particular industry or area not already individually represented on the Commission".

The Commission will take over the functions of the several bodies and individuals now responsible for recruiting labour within the Territory and will be empowered to enter into partnership or into any arrangement for union of interests or co-operation with any person out of the Territory in the business of recruiting, supplying or distributing labour.

The Commission will be further empowered to recruit and supply labour to employers of labour and to regulate and control the utilization of labour within the Territory; to regulate and control the movements of recruited labour within the Territory and its distribution and allocation among the various areas, industries, employers or otherwise; to organize and assist the movement of labour other than recruited labour within the Territory; to promote the training of recruited labour; to take measures considered necessary to maintain and improve the health of all labourers under its care; to review regularly the allocation and distribution of labour and to make recommendations to the Governor; to promote the introduction into industry of mechanical and scientific methods of operation and of other means to ensure the more efficient utilization of labour.

The Mission heard a few expressions of opinion on the pending legislation. A European official of a large employer of labour in Tanganyika commented privately that in his opinion the Bill would present "an open door to forced labour". A member of the Northern Province Secretarial Bureau complained that small employers had not been consulted in the drawing up of the Bill and that the Bill to break down the fellowship between non-natives and Africans. A prominent Indian said it appeared to him that the Bill was designed to ensure the continuance of labour for both satisfactory and unsatisfactory employers

in the Territory at the present low wage level and poor working conditions.

The branch of the African Association at Arusha said that the Bill seemed an extension of the Northern Province Labour Utilization Board under which, they alleged, conditions were close to slavery. Special agents recruited people with false promises of wages and once the contract was signed these people were lost. The Government issued licences to these recruiters; this seemed as if the Government were giving sanction to the recruiters "to enslave our people". The Association would rather see a free contractual system between employers and employees which would allow the labourer freedom to go where conditions were most attractive.

The Administration has stated in the 1947 Annual Report, in reference to this pending legislation, that "there is no intention of including provision for compelling persons seeking work to take any particular post or type of employment".

The proposed Bill was discussed at the meeting of members of the Mission with Colonial officials in London. The Mission said that the pending legislation seemed to restrict the free supply and demand of labour. Labour would not be able to bargain for better remuneration and conditions. In reply it was said that the object of the scheme was to obtain proper labour utilization and distribution, and to improve conditions of labour in order that labour might be encouraged to work for longer periods. This would rationalize labour and eliminate the present serious competition, as the orderly development of labour supply for industry in Tanganyika was necessary and there must soon be recourse to wage fixing by Government to ensure the establishment of a proper minimum wage. It was said that in some areas the minimum wage becomes a maximum wage, but it was hoped to avoid this as much as possible. The new legislation would be in the nature of an experiment which, it was hoped, would prove a success.

16. Survey by the Mission

Labour conditions were observed by the Mission at four mines, five sisal plantations, a large tea estate, and the Groundnut Scheme. The Mission's observations on labour at Kongwa are contained in the chapter on the Groundnut Scheme. The labour transit camp at Iringa was also visited by a member of the Mission.

(a) MINE LABOUR

Williamson Diamonds Ltd.

The Mission was favourably impressed by its visit to this mine. 2,780 workers are employed, of whom 60 are European, 20 are Asian, 300 are skilled African workers and 2400 are unskilled Africans. The African labour strength is recruited on a voluntary basis from the local Sukuma tribe and

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surrounding areas. Each man contracts to work a 30 day ticket but he is allowed 42 days in which to complete it.

The minimum wage for all labour is shs.22/- per month. Lorry and car drivers start at shs.80/-, masons at shs.50/-; skilled and semi-skilled men are graded according to their ability and paid on a sliding scale which goes up to shs.130/- per month. In the mine's workshops, labour is trained to pass from the semi-skilled to the skilled class.

An eight hour day is worked with the exception of men on piece-work, many of whom finish in less than eight hours. Overtime is voluntary and "generous" bonuses are paid. A Savings Bank is operated by the mine for labourers who wish to use its facilities.

The average percentage of absenteeism in 1947 was 3 per cent.

The labour camps are well constructed of whitewashed houses with thatched roofs. Kitchens and shower rooms are large and well kept. It is planned to build better accommodations in which there will be separate quarters for married and single men. The Mission also visited the school, the new hospital and the recreation rooms, which are well built of stone and very comfortably furnished.

The calorific value of food issued to each man is more than the 3500 calories per diem, specified by the Government. This food is supplemented by issues of green vegetables which are brought by air every week, and various fruits. Meat is issued twice weekly and each Sunday cattle and sheep are killed for sale to labourers at prices considerably below current market prices. The mine also maintains a shop where a variety of articles may be purchased by the labourers at cost price. Fresh milk is delivered daily and sold at 15 cents (East African) per bottle. The mine estimates that its monthly cost of feeding each labourer is now about shs.31/-.

Leave and length of leave is determined by the length of service with the mine.

Every man and woman is medically examined upon first entry to the mine. Thereafter each man is examined monthly. All medical treatment is free. The women are encouraged to present themselves regularly for medical examination and their response is said to be encouraging. The number of accidents during 1947 was 13, of which 3 were fatal.

The school at the mine offers facilities for boys up to Standard III and for girls up to Standard II. At the time of the Mission's visit, 50 pupils were in attendance.

To channel complaints, seven Africans who are considered as elders hold an informal court to hear grievances and, as necessary, forward complaints to the Compound Manager. If the case is of a serious nature or if the parties are not satisfied, it is referred to the Security Officer who advises them that

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they may refer the matter to the local Native Authority or the District Commissioner.

The declared labour policy of the Williamson Mine is "to stabilize labour as much as possible by providing amenities, services, such as medical, and as attractive conditions as possible". The impression given to the Mission by Dr. Williamson and his staff is that the welfare of the workers is an essential consideration in the management of the mine.

Geita Mining Company Ltd.

When the Mission visited this mine in the Lake Province, it was striving to return to full production after necessary curtailments during the war during which period the mine received no priorities. In order to place the mine on a profitable production basis again, the Mission was told it was necessary to recruit 1600 additional labourers; but there were difficulties in recruiting them. At the present time, the mine employs 56 Europeans, 34 Asians and 2,277 Africans, out of which 760 are engaged on a 12 months contract.

As a result of recent labour grievances of Africans at the mine and the necessity to compete with the wage scale of sisal plantations, African wages were recently raised to the following scale (for 30 working days):

light surfact labour	-	shs. 13/- upwards
surface labour	-	17/- upwards
underground and skilled labour	-	26/- to 120/-

No bonuses are paid.

The wage scale for Asian employees is from shs.250/- to shs.550/-.

The European wage scale was said to be confidential.

In addition to the regular food for Africans, meat, coffee, jaggery, sweet potatoes, dried fish, fruits and green vegetables are distributed. Married employees receive a free half ration and mothers with school children a full ration.

All contract labour is given shirts, shorts, blankets and cooking pots upon their arrival. Local labour is given cooking pots, a blanket after the second month and shirts and shorts after the third. Underground labour is given miners helmets in addition.

In 1947, 31 accidents occurred at the mine, of which 4 were fatal. Absenteeism was approximately 5 per cent during the same year, but no figure could be given for desertions, the mine having a high proportion of local African labour "who intermittently and regularly leave their work without notification and return some time later..."

A school is located on the mine compound, run by the Company, which has two trained African teachers. There is a beer and recreation hall and playing fields.

The hospital run by the mine appeared airy and well kept; 60 beds are available. The surgical wing, recently built, has modern equipment, including an X-ray machine. The medical officer inspects the labour camps weekly.

The Mission's impression of the labour camps was that they were rather small and crowded; the kitchen, shower room and other facilities for Africans were neither attractive nor well kept and some were in apparent need of repairs. It was explained that as the mine achieved new production, the labour camps would be remodeled and extended.

(b) SISAL LABOUR

It was generally stated, and it seemed apparent, that the high prices now being paid for sisal have resulted in a considerable degree of prosperity for the industry. To some extent, this is now reflected in physical facilities for labour. At the four estates to which the Mission was taken by officials of the Tanganyika Sisal Growers Association, conditions appeared favourable. Houses in some estates were newly built, well laid out and generally seemed good; at another estate a large, well-equipped hospital had recently been opened. At a fifth plantation, on the other hand, not included on the Association's list of estates to be visited, housing and sanitation were very poor and the African labourers generally looked neglected.

Unfortunately, detailed information requested by the Mission on wages, rations, housing and other labour data in respect of specific estates have not yet been received. The following general information, however, was obtained.

The sisal industry is the largest employer of African labour in the Territory. In 1947, sisal plantations employed 104,277 Africans out of a total of 324,533 for the entire Territory. Sisal is the most important factor at present in Tanganyika's economy; the export value of its production in 1947 was £5,469,443, which exceeded the value of all other exports for that year. It was stated that wage and bonus rates introduced during 1947 represented an increase of 54 percent. It is to be noted in this connexion, that by September 1948, the price of sisal had more than doubled since the beginning of the year 1946.

The average wages paid in the sisal industry in 1947 were, for unskilled labour, Shs.15/- for 30 working days, plus a bonus of Shs.2/50 if 30 work days were completed in 42 days; for semi-skilled labour, the wage was Shs.21/- for 30 working days, plus a bonus of Shs.5/- if 30 work days were completed in 42 days.

In the absence of other data on labour conditions on sisal plantations, the Mission notes in the Annual Report of the Labour Department for 1946 (the last report available) that, in view of an increase of £18-10-0 per ton in the price of sisal granted during that year by the Ministry of Supply, a proviso was made that £2-10-0 per ton of this amount should be devoted to welfare
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measures in the industry, which the Secretary of State directed were to be broadly interpreted and to include all forms of welfare amenities provided for the "staff of all races" since 1943. "After protracted negotiations with the industry it was finally decided that the amount in question would be paid out to all estates except those which had not carried out, or were not in the process of carrying out, such measures to the satisfaction of the Labour Commissioner." The Labour report then notes that up to the end of the year, only about 53 per cent, out of some 125 estates were being paid the amount. Among those not paid were a large number of the smaller estates and the majority of the enemy properties leased out by the Custodian of Enemy Property.

The Mission also notes in this connexion that the 1947 Report of the Tanganyika Sisal Growers Association assumes that this welfare scheme will be cancelled at the end of 1947, "but the Industry is still awaiting Government's confirmation." The Mission was not able to ascertain whether or not the welfare scheme was continued.

It should be added that the Mission was favourably impressed by the control and supervision of labour conditions exercised by the Government Labour Officer at Tanga.

(c) TANGANYIKA TEA COMPANY, Ltd.

One member of the Mission visited this estate, located at Mufindi in the Southern Highlands Province. 3,928 Africans are employed, of which 1820 are men, 683 are women and 1425 are children. The Company does no recruiting; all labour is voluntary. There are no attested written contracts, but labourers are bound to complete a 30 day ticket or "kipande".

It was stated that no child is employed unless in the company of the parent or guardian. The Labour Officer of the Iringa District stated that the company carefully observes the legislation protecting children in employment, particularly in regard to hours of work, lifting of weights and the prohibitions of entry into places where there is machinery.

The wage scale is as follows:

<u>Unskilled Labour</u>	Children:	Shs. 5/- to 10/- per month
	Women :	10/- to 12/-
	Men :	12/- to 15/-
<u>Skilled Labour</u>	(Tradesmen, drivers, etc.)	Shs.2/- to 3/- per day
<u>Clerical Employees</u>		Shs.30/- to 100/- per month.

As is customary, free rations are also provided which the company estimates cost approximately Shs.12/- per month per labourer.

The company has submitted to the Labour Commissioner for approval the details of a Provident Fund which it proposes to apply to its African employees.

A hospital and eight dispensaries are maintained by the company staffed by one African dispenser, 7 dressers and a native midwife. No qualified medical practitioner is in attendance and the hospital is inadequate and unsatisfactory. It was noted that there is a serious incidence of pneumonia among patients reporting sick at the hospital which was explained as due to the effect of the harsh highland climate on labourers who come from lower regions.

The labour himos are poor and of a temporary nature consisting of mud and wattle, or bamboo houses with thatch roofs. At one estate, however, a permanent camp has been built.

Deep pit latrines have been dug around each camp for sanitation. Water is not piped to camp sites and individuals go to one of the numerous streams in the area for their water supply.

In the factory itself, conditions appear to be good. Cleanliness and lighting arrangements appeared adequate and safety devices appeared to be numerous and effective.

It is to be noted that many of the estates now operated by the Tanganyika Tea Company Ltd. are ex-enemy properties of which the future possession is in doubt, but the Company has expressed its intention of building, over a period of years, permanent labour camps on such ex-enemy estates as may be granted to them on long-term lease.

(1) IRINGA TOWNSHIP LABOUR CAMP

The Iringa Township Labour Camp was visited by one member of the Mission who reported a favorable general impression. This camp was opened on 1 September 1948 for the use of African labour in transit through Iringa. The camp has a communal kitchen, communal dining room, 6 shower baths, a dispensary and quarters for permanent camp staff. All facilities of the Camp are free. The buildings have stone foundations, burnt brick walls, tiled roofs, concrete floors, wooden doors and wooden shutters. There is accommodation for 96 bachelors and 8 married couples. The Iringa Camp is the first of the permanent type of labour camp to be completed in the five year plan for the provision of facilities for labour at the more important transit points.

It is staffed by 5 employees of the Labour Department and 10 employees of the Tanganyika Sisal Growers Association Labour Bureau. This latter organisation acts as the official recruitment agency for the sisal growers; Iringa is a major transit point for labour going to the sisal plantations of Tanganyika.

B. MEDICAL AND HEALTH SERVICES

1. General

The Medical and Health Services of Tanganyika Territory are under the supervision of the Medical Department in Dar-es-Salaam headed by the Director of Medical Services. For purposes of administration the Department is divided into provincial units, each in the charge of a senior medical officer. Each province is divided into districts or medical stations and each of these is under the supervision of either a Government medical officer, a missionary medical practitioner, a medical practitioner not in Government or missionary service, a sub-assistant surgeon, an Asian compounder, or an African dispense

Medical personnel in the Territory in 1947 numbered 78 official and 97 non-official registered medical practitioners, 58 official and 9 non-official licensed medical practitioners, 3 official and 4 non-official registered dentists, 1 non-official licensed dentist, 6 certificated midwives, 94 official and 139 non-official qualified nurses, 13 compounders, 100 hospital assistants, 44 laboratory assistants, 16 health inspectors, 1 assistant health inspector, and 123 sanitary inspectors.

2. Hospital and Clinical Facilities *

In 1947 the hospital and clinical facilities were as follows:

	Government	Native Authority	Mission	Private Bodies & Industry
Hospitals	64	-	67	8
Dispensaries	53	357	26	219
Maternity and Child Welfare Clinics	4	3	-	-
Mobile Health Unit	1	-	-	-
Sleeping Sickness Dispensaries	12	-	-	-

The hospitals are all located in or near the large centres of urban population. The mission hospitals attend almost exclusively to African patients and in 1947 the total number of beds in these hospitals was 2,803. The Government hospitals, of which 12 are for Europeans, in 1947 had approximately 4,000 beds for non-Europeans and 147 beds for Europeans.

Qualified medical practitioners on duty in mission hospitals in 1947 numbered 16. In Government hospitals the number of qualified personnel was 84 out of which 33 were European medical officers and 51 other registered and licensed personnel.

* For further details on the hospitals in the Territory see pp.258-263 of the 1947 Annual Report on Tanganyika.

The dispensaries serve the rural areas and provide initial medical attention. Serious cases and those for which the dispensaries are not equipped to deal are sent on to the hospitals. Many of the dispensaries have limited ward accommodation for in-patients and for out-patients travelling from a long distance. The Government dispensaries under the Medical Department, are staffed by African rural medical aids, who have a comparatively high standard of education plus three years medical training. The Native Authority financed dispensaries, many of them outside the effective range of medical officer, are staffed by African rural medical aids who have had varied training and are of varied efficiency. The present training course at the Mwanza Medical School is two years in elementary medicine, first aid, hygiene, rural sanitation and microscopy. The output from this school is about 24 rural aids per year.

In some of the hospitals visited, the Mission noted severe overcrowding and shortage of staff, notably in the non-European hospital of Dar-es-Salaam (Sewa Haji Hospital), the Arusha non-European hospital and the Tanga Maternity Clinic. On the other hand, the Mission was impressed by the hospital staffs in these and other hospitals who seemed to be working to the utmost of their skill and capacity despite difficult conditions.

The Mission was favourably impressed by the Dodoma Mental Hospital, and the apparent care with which the patients were treated. The hospital is the central mental hospital for the Territory and at the time of the Mission's visit there were 180 African, 18 Asian and 2 European patients. It was stated that the number of certified insane to the normal population is low in Tanganyika, the ratio being 1:10,000. Dodoma has accommodation for 200 patients and the other two mental hospitals at Lutindi and Mvasani (Dar-es-Salaam) have accommodation for 150 and 10 patients respectively. It is proposed to close down the Lutindi hospital and build either a new hospital or an extension to the Dodoma hospital. It was stated that, a total of 500 beds would be sufficient for the needs of the Territory.

The Mission saw the hospital and dispensary facilities at the Kongwa Groundnut Area, and at various mines and plantations. These are described in other sections of the Report. Every employer of more than 100 labourers is required to provide and maintain both a hospital and a dispensary.

An official registered medical practitioner told the Mission that in his opinion, based on long experience in the Territory, an astonishingly high percentage of Africans have or had syphilis or gonorrhoea or both. He added that the lack of statistical information made accurate estimates impossible, that medical facilities for Africans were entirely inadequate, and that there was insufficient staff and facilities for medical care of the
/population

population on a large scale. A similar statement was made by a non-official registered medical practitioner.

3. Facilities for Medical Training

There are no medical schools granting registrable medical qualifications in Tanganyika, but a few African students attend the Mulago Medical School at Makerere College in Uganda. Six students so far have gained the Diploma of the Joint East African Board in Medicine, and four are at present in training. Two students have been trained as pharmaceutical assistants. There are no African registered medical practitioners in the Territory nor have any Africans been sent abroad to receive such medical training. A competent medical officer expressed the opinion that due to the lack of secondary schools, not enough African students were qualified to proceed to the Makerere medical school, although the requirements of the Territory called for a much larger number of African students to be trained at Makerere than at present were in training.

Government training establishments within the Territory consist of a Medical School in Dar-es-Salaam giving a three-year course for hospital assistants and a one-year course for laboratory assistants who then undergo specialized training in one or other of the chemical, pathological and pharmaceutical laboratories in Dar-es-Salaam; the Mwanza Medical School (where a two year course is given for the training of rural medical aids for the Native Authority Dispensaries) or the Tukuyu school which provides a similar three-year course. Ungraded nurses of both sexes attend courses of theoretical training at the Medical School in Dar-es-Salaam and a three-year course of training for the Government nursing diploma is open for 36 girls at Tanga Hospital.

St. Andrew's College, Minaki gives a four-year course for 30 pupils corresponding to that given at the Government Medical School in Dar-es-Salaam and training is provided in three mission hospitals for the Government Diploma in Nursing.

The Mission heard several complaints from members of the Indian community that Indian doctors in Government service were given a lower status and lower privileges than European doctors possessing the same qualifications and training. It was further alleged that Indian doctors were licenced to practise while in Government service under the supervision of a medical officer, but after leaving the service were refused permission to engage in private practice. A petition from D.M. Anjaria was received on the same subject. The Mission brought the matter to the attention of the competent authorities and were informed that Indian sub-assistant surgeons were not allowed to practise privately after they left Government service because they

/did not

did not possess the qualifications to become registered practitioners and if allowed to practise privately would not be subject to control and supervision as they had been in Government service. Where Indian doctors possessed the requisite qualifications no restriction was placed on their being registered and given a status equal to that of a European practitioner possessing the same qualifications and they were allowed to practise privately. The 1947 Annual Report on Tanganyika, gives the number of registered Asian official practitioners in 1947 as 12 and the number of registered Asian non-official practitioners as 31.

4. Ten Year Development Plan and Expenditure

In presenting the proposals for the development of public health services in the Ten Year Development and Welfare Plan, the Director of Medical Services stated:

"It has been indicated that our medical service at present cannot be considered to be more than a token service. Within the framework has been included a health service even more diminutive than that qualification implies. If the modern concept of public health is to be accepted as comprising the guiding and advisory purposes of preventive medicine concerned with urban, rural and labour health problems, we must face the issue of providing an adequately manned health service considerably in excess of our present absurdly small branch of the department".

Funds allocated for the development of the health services under the Ten Year Development Plan amount to £3,004,000 approximately 16 per cent of the revised estimate of the total cost of the Plan. Of this amount £2,004,000 is to be provided from Tanganyika's resources and £1,000,000 from Colonial Development and Welfare Grants.

The projects proposed by the Director of Medical Services in the Ten Year Plan were divided into two phases, reorganization and extension. Reorganization was considered as representing the foundation of the development of the medical services and included the proposals for which the £3,004,000 was allocated. Proposals for the extension of the medical services at a further stage of development were given without consideration of estimated costs, for the purpose of illustrating the principle on which the programmes could progress.

The schedule of projects under re-organization provide £737,240 for the replacement and extension of the European hospital, the Sewa Haji Hospital, the maternity clinic and the students training establishment in Dar-es-Salaam £36,850 for an African nurses' training establishment in Tanga, £946,900 for the extension of territorial health services, £61,000 for the

/re-organization

re-organization of provincial medical administration, £207,350 for a new hospital at Lindi, £255,000, £237,350 and £255,000 for additional rural medical and health centres in Sukumaland, the Rungwe district and the Moshi district respectively, £10,000 for a European wing at the Tabora hospital, £90,000 for a tuberculosis hospital, £70,000 for leprosy settlements, £90,000 for a new mental hospital and £7,500 for a consulting architect.

Estimated territorial contribution for the Medical Department in 1948 is £400,600 out of which £227,070 is for personal emoluments, £172,280 for other charges and £1,250 for special expenditure on an air-conditioning unit for the Dar-es-Salaam Dental Surgery and for experimental anti-malarial measures. It was stated in the Development Plan Estimates for 1948 that "no application from the Colonial Development and Welfare Fund has yet been made for the development of medical and health services."

B. Rural Health Services

It was explained to the Mission by the Director of Medical Services that a serious problem facing the Medical Department is the proper control and supervision of the rural medical dispensaries. There are 655 dispensaries as already noted, many of them financed and run by the Native Authorities. There has been a widespread popular demand for such services and their number has outrun the capacity of the Medical Department both to train men to staff them and adequately to supervise their work; consequently some of the "tribal dressers" are giving treatment which it is beyond their capacity to give efficiently. The Mission in discussions with Africans noted their frequently expressed desire that the Native Authorities should be allowed to open more dispensaries and their statements that their desire was usually restricted by the Medical Department in Dar-es-Salaam. In an address given by the Director of Medical Services to the British Medical Association in Dar-es-Salaam it was stated that the history of the "tribal dresser" service in Tanganyika recorded a continuous struggle between broadly the civil administration and the people on the one hand, who not unreasonably desired to see some sort of medical care available to the largest number of people possible; and the medical service itself whose members were anxious that such treatment as they were able to give should be of real value and produce permanent effect among the few for whom it was available.

Sessional Paper No.6 of 1948 of the Tanganyika Legislative Council contains proposals, which have been accepted by the Tanganyika Government on the future policy with regard to the rural medical services. It is proposed to divide the tribal dressing stations or dispensaries (in future to be called rural medical stations) into categories: Grade A and Grade B. Grade A will be those situated within the range of supervision of a

Government or mission medical officer (approximately 30 miles radius and containing 8 stations). Grade B stations will be those outside the effective range of a medical officer which will be controlled by the local government. In future, new rural medical stations in areas outside the range of medical officer will normally not be encouraged. Mission medical officers will be authorized to inspect and control Native Authority medical stations within their range of supervision and Government medical officers will inspect and supervise mission stations within their range. The standard of treatment and range of ailments to be treated at Grade A stations will be determined by the supervising Medical Officer and approved by the provincial medical officer; the standards for the Grade B stations will be uniform throughout the Territory, approved by the Director of Medical Services. The training of rural medical aids in Grade A stations will be the responsibility of the Medical Department and the missions will be asked to train such numbers of men as are necessary to replace wastage among the present staff in Grade B stations.

As noted, the Development Plan estimates include provision for the development of the rural district medical centres and the rural health centres in Sukumaland (Kwimba district) and in the Moshi and Rungwe districts. These projects are regarded as "pilot" schemes, the experience and results of which will govern their duplication elsewhere. The first two are proposed as new establishments and the third as reorganization and expansion of an existing establishment. The Mission was able to obtain information on the Sukumaland project but not on the Moshi or Rungwe projects.

It is proposed in the Sukumaland (Kwimba district) project to establish a small district hospital at Ngudu with some 30 beds for the treatment of acute medical, surgical and maternity cases. This hospital will serve from 10 to 12 rural medical stations. It is anticipated that ultimately it will be in charge of an African district medical officer and a European district nursing sister, though in the immediate future it will be under two European medical officers and a nursing sister. The main function of these officers will be to visit and supervise the work of the rural medical stations whose facilities will be improved so that the following work can be undertaken: the diagnosis of treatment of sick people; midwifery; routine examination of school-children; and the development of the preventive aspect of medicine within the area covered, by an attempted control of the more important diseases in co-operation with the inhabitants themselves. As the district hospital will not normally deal with cases other than medical and surgical emergencies, the majority of cases will be evacuated to the base hospital at Mwanza which serves a number of district hospitals and

has a specialist staff to deal with such cases.

In addition to this project, which is provided for in the Development Plan, a general health survey based in Malya is also being carried out among the Wambara. The Mission met the specialist in charge of this survey and was informed that the object is to determine as accurately as possible the main causes of "Malaria" among the rural population and to undertake experiments to determine practical measures of control of the more important factors influencing health. This survey has been undertaken by the Colonial Medical Research Council as part of a wider survey ultimately covering East Africa. Some 14,000 persons are involved in the Malya survey.

6. Tsetse and Trypanosomiasis Research

The Mission visited the Tinde Trypanosomiasis Research Station and the Tsetse Research station at Old Shinyanga which now come under the High Commission Inter-Territorial Tsetse Research Scheme. The Mission watched experiments being carried on in the laboratories of the Tinde Research Station and saw the various experimental plots near the Old Shinyanga Research Station where attempts were being made to eradicate the tsetse fly by various methods.

C. STANDARD OF LIVING

It appeared obvious to the Mission on the tour through Tanganyika that the general standard of living is still very low for the African population as a whole. Except in respect of cost of living statistics for Dar-es-Salaam, no definite information is available on African income, expenditure, family budgets or standards of living in general. Admittedly such surveys for rural areas, where the vast majority of the population lives, may be difficult to establish but it is the opinion of the Mission that information of this nature is basic to the formulation of fair and realistic policies relating to African life.

According to the 1947 Annual Report on Tanganyika, the index numbers of retail prices of consumer goods, in Dar-es-Salaam Township, with August 1939 as base were as follows:

	1939	1943	1944	1945	1946	1947
European	100	137	148	150	154	168
Asian	100	136	149	151	153	166
African	100	156	168	177	184	187

D. SOCIAL WELFARE

The Social Welfare Organization of Tanganyika consists at present of a Social Welfare Organizer, two Welfare Officers (European), two assistant Welfare Officers (African) and a librarian.

Social welfare work has so far been mainly concerned with the establishment of welfare clubs or community centres. The cost of building these clubs was met from a grant of £50,000 from the Colonial Development Welfare Fund. It is stated in the 1947 Annual Report that by the end of 1947 it had been impossible to complete the contemplated building programme and that continued financial assistance was being sought. £6,320 was spent in 1947 from the territorial revenue.

Twenty-two welfare clubs have so far been opened in various centres throughout the Territory. In the initial stage, guidance is given in methods of organization by the staff of the Welfare Organization and by voluntary assistance from other interested persons. Ultimately they are run by committees of the indigenous inhabitants themselves. The welfare centres provide headquarters for the local branches of the African Association, accommodation for lectures and debates, recreation facilities, entertainments and canteens. In most centres classes for adults are given mainly to teach English and general literacy, with special classes for women in sewing, knitting and child welfare. The organization of the women's classes is assisted by the Women's Service League, an association of European women. Each centre has a small library of books printed in Kiswahili and there is a Central Welfare Library in the Social Welfare Offices in Dar-es-Salaam where the books are mainly in English. The nucleus of the Central Library was formed from a donation of books from the British Council.

Social Welfare Centres visited by one or more members of the Mission included the Mwanza, Iringa, Morogoro and Arusha Clubs.

The Mission was informed by the Director of Social Welfare in Dar-es-Salaam that one of the aims of the Social Welfare Organization is to build welfare centres in the urban areas as it is here they are most needed because Africans in the towns tend to become detribalized.

There were two African social welfare assistants working with the Social Welfare Organization. An additional four were undergoing training in the United Kingdom and it was expected that two of them in the near future would return to work in Tanganyika.

In answer to a question put by the Mission, it was stated that the welfare centres provided a training in responsibility as the African elected their own officers and committees to run the clubs and after the initial costs of construction, largely financed themselves.

It was said by the Director of Social Welfare that there is a great need for good libraries in the welfare centres. No help has been given by outside bodies except the British Council which gave the first donation of books to the Central Library and sends periodicals.

E. PRISONS

There are fifty-six prisons in the Territory. The Administration of prisons is the function of the Prisons Department, under the direction of the Commissioner of Prisons whose headquarters are at Dar-es-Salaam. The Mission visited some of the more important establishments along its route of travel and discussed with authorities particular problems of policy and administration.

The Government has approved a programme of concentrating long-term prisoners in a few large prisons where it will be practicable to experiment with and carry out modern methods of penalogical correction and detention, thus reserving small isolated prisons for persons on remand and short-term prisoners. According to its plans, recidivists and first offenders will be segregated from one another and employed in farming, quarrying and other occupations. Such institutions will be conducted along the lines of the Kingolwira Prison Camp visited by the Mission. The five year building programme, intended to replace old prisons and provide additional accommodation, will be carried out by the Prisons Department with penal labour.

The 1948 programme includes the building of:

- (a) A new prison at Tabora, accommodating 750 prisoners of all classes, staffed by three European staff members, and ninety subordinate staff. The prisoners will be employed in farming, quarrying and other constructive work. This building which has already been started, was visited by the Mission.
- (b) A new prison at Mawemi (Tanga) accommodating 600 inmates, three European staff members and eighty-five subordinate staff. Recidivists from the Tanga and Northern Provinces will serve their sentences here.
- (c) A new prison at Moshi, accommodating 500 inmates, two European staff members, fifty subordinate staff. First offenders from the Tanga and Northern Provinces will serve their sentences here.

The buildings of the present Tabora prison are old and offer little facilities for modern management. During its visit, however, the Mission was impressed with the manner in which it is kept and the efforts being made to give prisoners a maximum of comfort. The cells, provided with blankets and mats for the Africans, the kitchens, the tailors' workshops, were inspected by the Mission, as well as the execution chamber. 492 prisoners, including forty-two Europeans were serving sentences.

The Mission also visited the new prison for Asians recently opened at Tabora. It is well kept; the prisoners have good accommodation, including bedding with sheets and mosquito netting, special food and good sanitation. On the farm run by the Tabora prison, the Mission saw many types of
/vegetables

vegetables and fruits, as well as maize and millet crops which are grown for the use of the prison, for hospitals and for sale. The Mission wishes to note that it was particularly well impressed with this prison farm, and the conditions of management.

In the Eastern Province, the Mission visited the Kingolwira Prison Camp, generally known as "the prison without walls"; where 1,000 prisoners of both sexes are accommodated in two separate prisons. The principle upon which this prison is organized is that first offenders should live in an environment as comparable as possible with their own, as little as possible confinement within walls, and as much time as possible in the open on employment of a constructive nature. Prisoners work 8 1/2 hours every day excepting Sunday and a half day on Saturday on the farms, in the brick kilns and workshops. As many as sixty at a time work under one unarmed guard. They are locked up at night. On discharge qualified masons, bricklayers, carpenters, and others proficient in trades are given a letter to labour officers in their area. This policy is one of instruction as well as correction. All buildings were erected by the prisoners and they produce most of their food from an 800 acre farm, where they are also instructed by a veterinary assistant in the care of the prison cattle herd. The Mission was informed that discipline generally is good. Seven prisoners escaped during the year of which six were returned. There has been only one case of corporal punishment at Kingolwira in ten years. The Mission was particularly impressed with the organization and administration of this prison and the principles on which it is established.

The Mission paid special attention to the question of punishment in prisons, especially that of solitary confinement. It was informed that solitary confinement may be imposed as follows: it shall not be continuous for more than seven days and an interval of seven days must elapse before it is continued. The full period must not exceed 28 days. This punishment is imposed for offences against prison discipline. During the year 1947, 97 prisoners served the full period of 28 days in solitary confinement. Dark cells are not used for this type of punishment.

The Approved School for boys at Kazima, near Tabora, was also visited by the Mission. The installations which consist of twelve new stone buildings, including a clinic, are located on a large estate. 116 boys, all under 16 years of age, have been sent to the school for various offences. The Mission was informed that out of 326 boys who had been discharged from the school 16 had to be returned. Education is given and trades are taught in the school; welfare activities include sports and

/singing.

singing. Improvements and extensions were to be carried out this year. It is planned to build a second Approved School in 1951, which in all probability will also be at Tabora. The boys would then be divided into the two schools, one school taking those under 14 years of age, and the other the remainder.

The African Association at Arusha, in making observations on the treatment of Africans in prisons, said that although similar penal sentences apply to African, European and Asian, offenders, the actual treatments in the prisons vary. Examples cited were: Africans in prison carry heavy loads and do hard labour to an extent not shared by Europeans; Africans accustomed to wearing shoes in ordinary life are not provided with them in prison although Europeans are; all non-Africans sleep in prisons on beds while even those Africans who normally sleep in beds are given mats only.

F. OBSERVATIONS AND CONCLUSIONS:

1. Labour

1. The Mission recognizes that a stable, efficient and skilled labour force is necessary for the future economic development of **Tanganyika** and notes the statements that the inefficiency, lack of discipline and disinclination for regular work attributed to the average African labourer, are major factors to be overcome in solving the labour problems of **Tanganyika**.

2. There appears little doubt that, as several individuals remarked labour generally in **Tanganyika** has a low standard of efficiency compared with that of European workers and perhaps even with African workers in other territories. This standard of efficiency, however, seems in no sense immutable. It may be explained as arising from several factors, the most important of which appear to the Mission to be: the comparatively low standard of living and lack of education of the vast majority of Africans and their consequent low level of needs; the generally low standard of health due in a large extent to malnutrition and the prevalence of debilitating diseases; the low scale of wages and comparatively poor and unattractive conditions generally; and that the cultural values of the average Africans do not yet place the same emphasis upon rigidly enforced rules of work as those of the average European.

An increase in educational, medical and public health facilities would undoubtedly help to raise the standards of efficiency. More directly, however, better conditions for labour, including adequate facilities for families of workers, would, in the Mission's opinion, not only serve to attract and to a degree stabilize labour, but is immediately

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desirable for humane reasons. In this connexion, the Mission notes the several instances given in Labour Department Annual Reports of the unremitting efforts necessary on the part of Labour Officers to ameliorate the unsatisfactory conditions imposed by private employers on their labourers.

In the Mission's opinion one of the most important factors is the raising of the present low level of wages. The Mission feels that Africans are at present underpaid and that a rise in the wage level might help to induce employers to make the necessary effort to provide training and otherwise to transform the present type of labourer into a skilled, efficient, healthy and stable worker. An argument advanced by some employers that African labour deserves no higher wage in view of its present low efficiency seems to the Mission merely the centre point of a vicious circle. Another argument, even more widely held is that a rise in wages would induce Africans to leave their jobs even earlier than they do now. This argument, though it may have a degree of merit, is not altogether convincing. At one place of employment where the Mission saw good labour conditions and wages higher than usual rates - the Williamson Diamond Mine - there were apparently no difficulties in working or in retaining an adequate labour force. At Kongwa the Mission was informed that the Groundnut Organization had practically no absenteeism or desertion among such comparatively highly paid labourers as the African drivers of bulldozers, who receive Shs.100/- per month, though many of them came from peasant communities, i.e., their original needs and cultural values were those of other uneducated Africans. The lack of consumer goods on which to spend earnings is another argument advanced with some merit, but consumer goods are now reappearing and, it must be noted, at comparatively high prices.

3. The Mission feels it must express its appreciation of the work of the Labour Department and the Labour Officers in Tanganyika. They have done noteworthy work, despite shortages of staff and facilities, and their conscientious efforts, it is felt, will be a major factor in raising the level of labour conditions. The Mission hopes that the Department will be enabled to expand its own labour training schemes and will be successful in enlisting the cooperation of more employers in extending on-the-job training in private industry.

4. The Mission feels it desirable and necessary that representatives of African labour should be appointed to the Labour Board in sufficient proportion to ensure the adequate expression of the labourer's point of view and to safeguard his requirements.

5. The Administering Authority is urged to give immediate consideration to the application of its Minimum Wages Ordinance with the object of establishing a higher level of wages than at present exists in the Territory.

Although no instance of unduly long working hours came to the notice of the Mission, it feels the desirability of legal machinery to regulate and control maximum hours of employment, daily and weekly, for all classes of labour.

6. The Mission is of the opinion also that the Administering Authority might be urged to consider the abolition of penal sanctions in its laws relating to African labour.

7. It is felt by the Mission that the aims, structure and functioning of the trade union system are generally little known throughout the Territory. It notes with appreciation, however, that two Labour Officers are trade union specialists and expresses the hope that they may soon be able to devote their full time to this work and also that other facilities may be extended towards education of African labour in trade unionism.

8. The Mission notes with some concern provisions of the Labour Supply and Utilization Bill which appear to threaten the rights of labour. If this Bill is enacted, the Mission hopes that its operation and influence will be closely watched by the Administering Authority. It also recommends that detailed annual reports on the effects of this legislation be requested by the Trusteeship Council. As it also notes, with considerable concern, that the Commission to be created by the Bill would apparently be dominated by representatives of private industry; it urges that larger representation be provided for African representatives of labour, and for Government officials experienced in labour welfare.

9. The Mission welcomes the drafting of legislation on workmen's compensation and recommends that full details of progress made in relation to the enactment be transmitted in the next Annual Report to the Trusteeship Council. It also notes that provisions regarding compulsory insurance would not come into force until a later date to be decided in consultation with Kenya, but as it has been said that Kenya does not intend to introduce this clause "for some considerable time", the Mission feels some concern on this point.

10. The Mission feels that statistics for the past five years showing average wage levels for the different classes of African workers in each of the major industries should be requested by the Trusteeship Council together with information on the fluctuations in selling price of each

/industry's

industry's export products and the most accurate data possible on the rise in the cost of living for Africans during the same period of years.

2. Medical Health Services

1. The Mission feels that the medical requirements of the Territory call for a substantial increase in the number of medical staff and in health facilities generally. It notes the proposals of the Ten Year Development Plan for the reorganization of the medical services within the financial limits imposed and the availability of trained staff; but it appears that even with the improvements envisaged in the Plan it may be many years before Tanganyika possesses adequate medical services. The Mission, therefore, expresses the hope that increased appropriations will be found to enable the medical services to be expanded according to the needs of the Territory.

2. The Mission notes with interest the proposed reorganization of the rural medical centres, especially the desire of the Africans that more of these centres be opened by the Native Authorities. It also notes statements by the competent authority that this vital expansion has to be curtailed until the standard of existing services is raised and adequate supervision provided. The Mission notes that only 6 African medical officers have been trained at Makerere Medical School and that there are no African registered medical practitioners at all, and that the lack of senior secondary schools in the Territory has apparently prevented more African students from qualifying for entrance to medical schools. The Mission recommends therefore that the Administering Authority should consider measures for an increasing number of Africans to be trained for the medical profession as soon as possible either locally or abroad.

3. The Mission was impressed by the interest and devotion of the medical staff it met. The medical officers, nurses, hospital assistants and others engaged in this important service, though hampered by over-crowding in hospitals and by inadequate facilities carried on with an enthusiasm and patience worthy of the highest commendation.

3. Standard of living

The Mission urges the Administering Authority to undertake scientific studies in the standards of living of Africans in typical urban and rural areas and to keep the Trusteeship Council informed in future annual reports.

4. Social Welfare

The Mission was favourably impressed by the Social Welfare Centres it visited. It hopes it will be possible to extend these centres and enlarge their scope.

5. Discrimination

The Mission received statements from various individuals and petitions to the effect that racial discrimination exists in fact if not in law but it did not have time to fully investigate this matter. The Mission suggests therefore that the next Visiting Mission might be instructed to pay particular attention to this problem.

6. Prisons

1. The Mission was favourable impressed by the management of the prisons it visited, the care taken of prisoners and the efforts made for their rehabilitation. It would like, however, to suggest that the Administering Authority examine the possibility of reducing the period of solitary confinement imposed on inmates as the Mission feels that a period of twenty-eight days in stretches of seven days is a very severe punishment.
2. The Mission also thinks the Administering Authority should consider the statements on alleged discrimination in prisons.
3. The Mission urges that corporal punishment in prisons be abolished as soon as possible.

CHAPTER VI

EDUCATIONAL ADVANCEMENT

A. INTRODUCTION

The terms of reference of the Visiting Mission included a directive from the Trusteeship Council to observe the educational conditions in Tanganyika. It should be stated here that the Mission, due to lack of time, found it necessary to confine its enquiries principally to the development of African education, with which, therefore, this chapter chiefly deals.

Education in Tanganyika is under the supervision of the Department of Education in Dar-es-Salaam and officers of the Department represent its authority in the Provinces. Although under one administration educational facilities for African, Asian and European children have up to the present been separately organised (with the exception of two mixed Asian-European primary schools) and Advisory Committees have been established for all three communities.

B. AFRICAN EDUCATION

1. General

The establishment and operation of schools for the education of indigenous inhabitants is governed by the African Education Ordinance of 1927 which applies only to schools where secular education is given.

Education is not compulsory, but by the Township's (Compulsory Education) Rules 1947, the Township Authority of any township may require pupils enrolled at any Government, Native Authority or assisted school to attend such school regularly in accordance with the directions of the headmaster or head teacher and, at the request of the Provincial Commissioner can order any person under the age of sixteen years and resident in the township to become enrolled as a pupil at one of these schools. The rules apply only to such townships as the Governor may from time to time direct.

2. Primary Education

Primary schools are conducted by the Government, Native Authorities and voluntary agencies. In 1947 there were 1,279 schools for Africans recognized under the Education Ordinance, of these, primary schools numbered 1,212 and were run by the following agencies.

Government	48	Military Cantonment	1
Native Authority	219	Moslem Assisted	9
Christian Mission		Estates	8
Schools (Assisted)	897	Mines	2
Christian Mission		Other Agencies	1
Schools (not Assisted)	27		

TOTAL: 1,212

/In

In addition there were 3,850 "bush schools" run by Missions which, though not of a sufficient standard to be recognized as schools under the Education Ordinance, give elementary instruction as well as religious instruction.

About three quarters of the children attending primary school are in voluntary agency schools.

The Mission in an interview with the Director of Education in Dar-es-Salaam, referred to the role played by the Mission schools in the Territory. The reply was given that before a Mission could receive a subsidy it was required to fulfill certain educational standards required by the Education Department. Another condition was that the principle of "freedom of worship" should be observed and no child was compelled to attend religious instruction classes; in fact the majority of schoolchildren attending Mission schools were of the Moslem religion.

No reliable statistics are available to show the number of schoolchildren of primary school-age in the Territory, but in "A Ten Year Plan for the Development of African Education" it is stated: "It has been calculated that the present population totals about 6,000,000. On this basis it may be assumed that the number of children within the four-year age group of village school age amounts to approximately 600,000". There are both village primary schools and district primary schools. Figures for the enrolment in recognized primary schools in 1947 were:

male	female	Total
87,179	27,846	115,025

The village primary schools are co-educational and provide a four-year course (Standards I to IV). No English is taught and instruction is given in Kiswahili. Subjects taught include reading, writing, arithmetic, geography, history, nature study, hygiene, gardening, handwork, physical training and singing. The district primary schools provide a full primary course up to Standard VI. Some of them are local day schools, but the majority are district boarding schools which receive pupils selected from Standard IV of the neighbouring village schools into their Standard V and VI classes. English is taught in Standards V and VI (which are attended mainly by boys), for pupils qualifying for secondary school. The Mission has no information on the number of district primary schools as compared with the number of village primary schools but in 1947 approximately 10,000 pupils attended the Standard V and VI classes and 100,000 Standards I to IV. In 1946, 148,800 children were enrolled in the "bush schools".

3. Secondary Education

The secondary schools in the Territory are conducted by the Government and voluntary agencies. According to the 1947 Annual Report on Tanganyika the following schools provide secondary school facilities:

	Secondary		Teachers-Training and Secondary		Secondary and *
	Male	Female	Male	Female	Vocational Male
Government	3	-	-	2	5
Christian Missions (Assisted)	3	4	10	-	-
Christian Missions (non-Assisted)	1	-	-	-	-
Totals	7	4	10	2	5

The majority of the secondary schools provide a four year course up to Standard X, which is the present standard of entry to train with Government departments for posts in the junior grade of the Local Civil Service or to train for positions as Grade I teachers. Only three of the Secondary Schools, one Government and two Voluntary Agency Schools provide a complete senior secondary course up to Standard XII when pupils are prepared to sit for the Cambridge School Certificate Examination or the Makerere Entrance Examination.

The number of pupils receiving secondary education in 1947 was as follows:

male	female	total
1,938	93	2,031

The Annual Report did not indicate the number of pupils in the various classes but an approximation of the number can be gained from estimates given in the Ten Year Plan for the Development of African Education as follows:

	<u>1947 Enrolment</u>
Standards VII to VIII	2,000 **
Standards IX to X	450
Standards XI to XII	93

*It should be noted that these schools are referred to again under the headings of teachers-training and vocational schools.

**Includes a number of those studying Standards VII and VIII as part of the Grade II teacher training course.

/During

During a discussion with the Chagga Council at Moshi one of the African members of the Legislative Council commented that the number of secondary schools, especially senior secondary schools which number three only was very insufficient. This lack of senior secondary schools was one of the reasons why so few pupils were able to proceed to Makerere College or other institutions abroad.

A similar statement was made at a meeting of the African Association in Arusha where it was said that the number of secondary schools were not sufficient to meet the needs of the Territory and most of their children had only Standards IV, V or VI education.

4. Industrial and Vocational Training

According to the 1947 Annual Report there are 7 boys' schools at which vocational training is given. These include five Government (secondary and vocational schools and two assisted voluntary agency (teacher training and) vocational schools. The number of boys receiving vocational training at these schools in 1947 was 301. The pupils are recruited from Standards VI of the primary schools and attend courses extending from three to five years in carpentry, building and tailoring. A small Government clerical course is also conducted at the Government senior secondary school for those pupils who have completed Standard X.

For the technical training of ex-servicemen, the Government maintains a training centre near Dar-es-Salaam and 828 trainees passed through this school in 1947.

In addition there are a number of students attending departmental training schools. The number of students at these schools in 1947 was:

Agriculture	120
Forest	15
Government Press	45
Railway Administration	41
Veterinary	14
Total	<u>235</u>

5. Teachers and Teachers' Training

Facilities for teacher-training include the following:

	Teacher-Training		Teacher-Training and Secondary		Teacher-Training and Vocational
	male	female	male	female	male
Government	4	-	-	2	-
Christian Missions (Assisted)	8	24	10	-	2
Total	<u>12</u>	<u>24</u>	<u>10</u>	<u>2</u>	<u>2</u>

/There

There are two types of certificated African male teachers, Grade I and Grade II. The qualifications for Grade I teachers are completion of secondary education up to Standard X plus two years professional training after which they are allowed to teach in secondary schools and, after passing a special examination and practical test may teach English. Grade II teachers are selected from Standard VI of the district schools for a four-year course, the first two years of which includes further academic training and the second two years professional training. These teachers are qualified to teach in primary schools.

Certificated women teachers are required to complete seven years of school after which they receive one year of professional training. Pupils attending teacher-training courses in 1947 numbered 1,543 out of which 1,256 were male and 287 female.

European teachers in Government schools are required to hold a university degree or an education diploma, teaching certificate, or Froebel or Montessori diploma. Non-British teachers in non-Government schools must have their qualifications approved by the Director of Education before they can be registered or be permitted to teach English.

In 1947 there were 3,650 African teachers and 102 European teachers in recognized African schools.

6. Female Education

As already noted the primary village schools with Standards I to IV are co-educational and a few girls also attend some of the local district day schools. Apart from these co-educational schools there are a number of special girls' schools run by the Government and voluntary agencies. These include two Government teacher-training and secondary schools and twenty-eight assisted mission schools of which four are secondary schools and twenty-four teacher-training schools.

It is difficult from the data available to deduce the number of standards taught in the special schools for girls, but in the Ten Year Plan on African Education it was stated that about half of the twenty-four grant-aided voluntary agency schools (now twenty-eight), covered the first six standards, a third went as far as Standard V, while the remainder restricted their course to Standards III to VI. The two Government schools (now seven) began with Standard V, girls being recruited from the village schools. All the schools except the Government schools at Dar-es-Salaam and Tanga were stated to be boarding schools and all the Government and most of the voluntary agency schools in addition conducted small teacher-training classes. It was stated in the Development Plan that provision had been made to increase the number of aided girls' schools from 24 to 28, and the number of Government girls' schools from /five to seven.

five to seven. Both of these proposals have apparently been carried through. It was anticipated in the Plan that with the increase of European staff in the voluntary agency schools, many of them would be able to raise their academic standard to secondary VIII and later to standard X and would be able to develop organized teacher-training wings.

The Mission visited the Government Girls' School at Tabora where instruction is given up to Standard X. There were 130 students in the school, all boarders and 14 students were finishing their teacher-training course. A full academic curriculum is taught in the school, plus a domestic science course. The Mission was impressed by the efficiency of the running of the school and the school buildings which were well-constructed and included special houses for the student teachers.

The Trusteeship Council in its discussions on education in Tanganyika during the examination of the Annual Report on the Territory, noted the much lower number of girls than boys attending schools; 90,998 boys as compared with 28,264 girls in 1947. It was explained that this disparity was partly due to the social attitude towards the education of girls, but during its meetings with Africans, the Mission heard only a few individual expressions of disapproval regarding the education of girls. The majority of the Africans heard appeared to favour the education of girls.

7. Higher Education.

No facilities exist in the Territory for Higher Education but aid is extended to students who qualify to attend Makerere College, Uganda, or institutions in the United Kingdom. In 1947, 25 students (including one woman) were attending Makerere College and eight students were in the United Kingdom for social welfare and vocational training. Students qualified for entrance to Makerere College, are eligible for bursaries covering the full cost of their time at College. The 25 students at the College were taking the following courses:

Preliminary Year	6
Higher Arts Course	5
Higher Science Course	3
School of Medicine	4
School of Agriculture	1
School of Education	<u>6</u>
	25

A limited number of scholarships will be available under the Colonial Development and Welfare Scholarships scheme for the academic years beginning /1949-1950.

1949-1950. These scholarships will be open to persons of all races and either sex. As well as the necessary academic qualifications, a candidate's parents or guardian must have been domiciled for ten years or more in the Territory and the candidate himself must have completed at least five years continuous attendance at a school or schools in the Territory.

8. Information concerning the Trusteeship System

It was stated by the Director of Education that at the end of 1948, as a matter of definite policy, information concerning the Trusteeship System and Tanganyika's special status as a Trust Territory would be included in school-text books and in the syllabus for teachers. The subject is at present taught in the fifth year.

9. Expenditure

In 1947, out of the sum of £487,060 (9.2% of the estimated territorial expenditure) expended on education £382,209 was spent on African education. In addition the Native Authorities contributed £90,590 and the Missions spent an undetermined amount, calculated by the Director of Education to be approximately £100,000.

The following figures were given to the Mission by the Director of Education on the estimated expenditure for 1948. It should be pointed out that part of the estimated territorial contribution also includes expenditure on Asian and European education as well as African.

1. Territorial Estimates

	£	£
Personal emoluments	107 305	
Special charges	220 265	
Building & equipment	34 850	
	<hr/>	
	362 420	362 420

2. Native Authorities 98 430 98 430

3. Development Fund Allocation

Personal emoluments	8 306	
Other charges	18 760	
Buildings & equipment	27 215	
	<hr/>	
	54 281	54 281

Total Expenditure 515 131

Thus about 7 per cent of the estimated territorial expenditure in 1948 will be spent on education (total estimated expenditure £5,025,875), about

/3 per cent

3 per cent of the total estimated expenditure from the Development Fund Allocation (total estimated expenditure £1,796,464) and about 17 per cent of the estimated expenditure by the Native Authorities (estimated expenditure £576,508).

The Mission referred the Director of Education to statements made by various members of the Council that only a low proportion of the territorial budget is spent on education and that there is a disparity in education facilities for European, Asian and African children. To the first observation it was said that although the Administering Authority realized the importance of education, the percentage could not be raised because funds were needed in other fields such as medical, social, agriculture and so on, and the maximum amount which could be afforded was spent on education without detriment to the operation of the other services. To the second observation it was stated that Europeans paid a higher proportional contribution for education facilities and therefore the expenditure per European child was higher than that on Asian or African children. The Director further stated that, on the recommendation of the Special Committee on Non-Native Education of the Legislative Council, a special education tax starting in 1949, would be paid by non-natives. The proceeds from this tax would be put into two or three separate funds, European, Asian and possibly Goan. Each fund would be administered by the community concerned under the supervision of the Director of Education. The territorial contribution to non-native education was not to be increased and its development would depend mainly of the special education tax.

The Mission visited a number of Government, Native Administration and mission schools in the Territory. In particular, the schools visited at Tabora should be mentioned, the Government Boys' secondary school which has twelve standards and prepares boys to take the Cambridge School Certificate Examination and the Makerere Entrance Examination, the Roman Catholic Secondary School which also goes up to Standard XII, the Railway Apprentices School and the Government Girls Secondary School. Examples of other schools visited included the native administration school at Malya, the primary school at the Williamson Diamond Mine Ltd., the Native Administration school of the Wameru at Akberri, the Universities Mission secondary school at Minaki, the Iringa government school, the Igawa Native Administration School, and the Malangali secondary and vocational school.

10. Proposals for the Future: Ten-Year Development Plan for African Education

It is stated in the Ten Year Development Plan for African Education

/that

that "the general aim of this plan is to make the most profitable use of the total sum which is likely to be made available for financing African education in Tanganyika during the next ten years", and that "By far the greatest increase in expenditure under the plan is in grants-in-aid. This is only to be expected where voluntary agencies and native administrations will be mainly responsible for the expansion of school facilities".

According to the "Development Plan, Report for the Year 1947", the estimated expenditure for the next ten years on African education will be as follows:

Normal contribution from Territorial revenue (based on the provision made in 1947 Territorial estimates for African education)	£2 480 000
Special contribution from Revenue Allocation from Territorial grant under the Colonial Development and Welfare Act	1 057 000
Contribution by Native Authorities (based on the present rate of contribution)	1 250 000
	605 000
	£3,392,000

On the assumption that permanent literacy can be assured after four years' schooling provided there are adequate safeguards to prevent a relapse into illiteracy, the plan is designed to provide a four year primary course for as many children as possible and within the limits of the funds available it is hoped to open approximately 150 new village primary schools per year during the ten year period. The planning and siting of these schools will be matters upon which the advice of the district education committees will be sought. These committees were inaugurated in 1946, and usually the District Commissioner is the Chairman and the Provincial Education Officer the Secretary.

Representatives of the educational agencies in the particular district are members of the committee, Government, native administration and missions.

Approximately one pupil in five of those completing the four standards in the village schools will go on to district boarding schools and provision is made in the plan for an increase of 30 district schools per year.

Provision is made for about one in five of these completing Standard VI

/in the district.

in the district schools to enter Standard VII either at a secondary school or at a teacher-training centre or middle school. On completing Standard VIII it is stated that many will leave either to be trained as Grade II teachers or rural craftsmen or enter the lowest grades of certain Government departments. The remainder will continue in school until they have completed Standard X. At this stage about $\frac{2}{3}$ will leave for entry into Government departments and commercial undertakings for vocational training. It is hoped that by 1956, 200 students will enter Makerere as contrasted with the present number of 25.

The calculated numerical effect of the proposals contained in the scheme is that at the end of a ten year period there will be approximately 282,000 pupils in school as compared with the present number of approximately 112,000. The former figure is considered to be the maximum number for whom schooling can be provided within the financial limits imposed.

The approximate figures of enrolment in African schools in 1947 as contrasted with those anticipated for 1956 are shown in the report as follows:

	1947 Enrolment	1956 Enrolment
Standards I to IV	100 000	250 000
Standards V to VI	10 000	25 000
Standards VII to VIII	2 000	5 000
Standards IX to X	450	1 200
Standards XI to XII	93	400
Makerere	25	200

It was stated in the Ten Year Plan on education that proposals would be submitted for a visit to the Territory of experts from the United Kingdom to advise on schemes for industrial and technical training. In the meantime plans are being prepared by the Education Department on the following lines:

- (a) A technical school offering advanced courses for artisans and the training of suitably qualified Africans as overseers and foremen of works to be employed in a number of development projects in the Territory. The main courses to be those concerned with carpentry, building and road construction.
- (b) An institution for the training of rural craftsmen. This is envisaged as a development of the industrial classes at present attached to provincial secondary schools.
- (c) Development of handyman courses in certain district schools under African instructors.

Proposals also under consideration for sending boys who have completed the full secondary course to the Public Works Department School for Africans

Engineering Assistants in Uganda. Plans of the Labour Department include the development of the present ex-servicemen's training centre in Dar-es-Salaam into a trades school especially intended for the training of artisans to satisfy the needs of industry.

One of the main difficulties in the extension of facilities for African education as declared by the Administering Authority and noted by the Trusteeship Council is the shortage of teachers. The Ten Year Plan contains proposals to alleviate this deficiency to some extent. It is proposed to add to the present number of Grade II primary teachers. Grade III primary teachers (one Grade III teacher to one Grade II teacher in the village schools) qualifications of the Grade III type/teacher will be the completion of six years schooling followed by some experience of pupil teaching and a six months professional course at a teacher training centre.

It is planned that the voluntary agency and Government centres will have a maximum annual output of 320 Grade II teachers.

For the better staffing of secondary schools, provision is made for 24 European posts in Government schools and for 34 European staff grants in the voluntary agency schools. It is hoped that by the end of 10 years it will be possible to replace them by African teachers who have gained the Makerere diploma of Education, some of whom will have the additional qualifications of having taken a degree or special training courses at universities or other institutions in the United Kingdom.

It is proposed to open two new voluntary agency secondary schools, to re-open one voluntary agency school and to establish one Government secondary school in the Southern Province where at present no secondary school facilities exist. It is also intended that one Government Girls' Secondary School should develop into a full time senior secondary school with twelve standards. This school will probably be located near the Government Boys' Senior Secondary School in Tabora.

C. ASIAN EDUCATION

Primary education is provided at one Government school and 52 grant-aided schools. Secondary education is provided at two Government schools and at 28 grant-aided schools for a limited number of pupils completing their primary course.

There are two primary co-educational schools for Asian and European children run by assisted Indian agencies.

In 1947 enrolment of Asian school children was as follows:

Primary	8 521
Secondary	1 807
Industrial and Vocational	171

10 499

/There were

There were 353 teachers in Asian schools in 1947 and in the two mixed schools eight European teachers and 21 Asian teachers.

In 1945, five Indian students went to India for further study and received Government aid. The number of bursary holders was ten.

Expenditure on Asian education in 1947 from the estimated territorial budget was £57,013.

D. EUROPEAN EDUCATION

Primary education is provided for European children in both Government and private grant-aided schools. There are no facilities for secondary education in the Territory.

In 1947 there were four Government primary schools and eight assisted primary schools. The number of pupils attending these schools was 884 and the schools were conducted by twelve teachers.

European children attend secondary courses in either Kenya, South Africa or the United Kingdom.

Expenditure on European education from the estimated territorial budget was £47,838.

E. STATEMENTS MADE BY AFRICANS

The importance of the role that education has to play in the development of the inhabitants of the Territory towards self-government or independence has been stressed by the Administering Authority in official declarations and reports and in the discussions in the Trusteeship Council. A notable statement in this respect comes from an official report of the Administering Authority:

"Expenditure on education is rightly considered to be a form of capital investment. Much of the expenditure in other fields is likely to be sterile or at any rate to be less productive than it should be so long as the population remains illiterate. Literacy is one of the elementary techniques for making the factors of labour and production more effective".*

The Africans themselves as well as the Administering Authority and the Trusteeship Council recognize the fundamental importance of education in preparing them to take an increasing share in the management of their own affairs. In the meetings of the Mission with Africans, individually and collectively, without fail the subject of education was raised and representations made that education facilities should be extended. Such statements are too numerous to be given in extenso but the following

* "Ten Year Development and Welfare Plan for Tanganyika Territory".

examples will serve as illustrations of the widespread desire which the Mission found on the part of the Africans themselves for the raising of educational standards in the Territory.

In a memorandum presented to the Mission at a meeting with the Sukumaland Federation chiefs it was stated:

"Low education is the main drawback of this Territory's progress; therefore this Federation asks UNO through the Tanganyika Government an immediate increase of village, primary, secondary and highest education as well as mass education and technical schools in this country. Tutors from outside countries will be accepted to enter this Territory for teaching." *

At a meeting of the Mission with the Arusha Tribal Council it was stated:

"This territory has always been behind in education since the time of the Germans. The British brought a slight improvement, but not very much. Too few schools have been built by Government and missions ... We wish girls also to have this higher education. All the Councillors are agreed on this. We need educated chiefs and advisors; we need educated teachers; we would like to have our own trained dispensers; and we wish to learn how to conduct businesses".

The African Association at Arusha stated:

"The Government has given the Africans some knowledge but not enough to meet the conditions of the world to-day. We ask for higher education to educate many, many of our people who are now ready. The number of secondary schools are not adequate to meet the needs of the territory. There is only one college for all of East Africa. It will take hundreds of years for enough Africans to get education from that one college. We therefore ask for a college to be established in Tanganyika. Most of our children have only standard IV, V or VI education. They are only half-educated and roam the streets. We need therefore more and more industrial and vocational training schools to absorb these and many others wish to learn trades. There must be over 600 students now who cannot continue to secondary schools for one reason or another and who would like to go to such training schools".

* This memorandum reads as a petition, but the Chiefs, upon being asked by Mr. Laurentie as to whether it should be considered as such, gave a negative reply.

In a welcome speech by the Tanga Native Council it was stated:

"As the way to self-government depends largely on the mass progress of a people, we would therefore request that we be given more facilities for higher education, and not forgetting the great need for mass education".

As well as the statements made to the Mission the reference to education contained in the petitions from Africans should be noted. In the petition from the Shinyanga Township Africans it is stated:

"3. ...We still cry for more EDUCATION - education in full -- education in all aspects of our present and future lives and generations -- education in science, economy, technical matters and social fields -- in other words we hunger still for education, we believe we can hardly run abreast of the present times. We wish to make it clear to you that most of us are illiterate and that those whom we can call educated are few; even so their education is insufficient to enable them to compete with other Nations. We, therefore, pray for the best possible support and advice that you and the British Government can make on this most essential problem now facing the indigenous community."

(for full text of this petition, Addendum 1 of the Report).

The petition from the African Association states:

"Educational Conditions

"It is our feeling that it is quite evident that the standard of education in the territory is low, due to a shortage of schools and staff. To meet this urgent need of the territory, it need that, with the Ten Year Development Plan in operation, allowance should be made for more highly qualified staff, i.e. graduates to be recruited not only from United Kingdom, but also from neighbouring states such as Uganda and South Africa or a little far away such as Australia or West Africa.

"The number of scholarships tenable in the United Kingdom need be increased; the opening up of other scholarships tenable in other countries need to be investigated too. This step would go a long way towards hastening the existence of highly qualified staff from local inhabitants.

"Another desirability is the opening up of a technical college for the territory. The profit of such a step would be lessening expenditure of the state in employing technicians from overseas".

(For the full text of this petition see Addendum 1 of the Report).

And the petition from the Chagga Council states:

"4. Education

"It is an irrefutable fact that educationally Tanganyika is the most backward territory than other territories in East Africa and really so most backward in women education. We all crave for higher and better education -- education in all aspect of life professional, technical, commercial, economic, and industrial. Education that will make us as complete human beings as possible -- education that will enable everybody to earn a living and to improve our own affairs in this modern world. We wholeheartedly believe that we Africans to have place in this modern world, education is the only solution..."

Attached to this petition are additional memoranda submitted by the Chagga Council two of which concern the subject of education. The first expresses the views of Chief P. Itosi Marealle on the Ten Year Plan for the Development of Education, and the second the text of a letter written to the Tanganyika Standard in April 1948 on the subject of Native Authorities and local education. Attention is drawn to these two documents (for the full text of the petition and the additional memoranda see Addendum 1 of the Report).

F. OBSERVATIONS AND CONCLUSIONS

1. Recognizing that education is a basis of political advancement, the Mission regrets that "African education in Tanganyika has been in the doldrums for the past fifteen years (and that). It is this lack of development over a number of years which renders the present position so difficult and any attempt to make up the leeway so expensive. Even to expand educational facilities in conformity with the probable increase in population involves the provision of funds on a scale which is quite beyond the Territory's present resources." *
2. The Mission recognizes the difficulties of the Administering Authority and appreciates the efforts made within the existing framework of educational conditions to improve the educational facilities for the Africans and especially notes the Ten Year Development Plan for African Education. However it notes that even by 1956, if the present proposals are carried through, only 250,000 children will be receiving a primary four year education and that only 200 students will be receiving higher education at Makerere College.

* "Ten Year Development and Welfare Plan for Tanganyika Territory".

The Mission therefore expresses the strong hope that increased appropriations may be found to provide Africans with educational facilities to enable them to acquire the qualifications necessary to achieve the objectives laid down in Article 76 (c) of the United Nations Charter. To this end the Mission suggests that the Administering Authority should consider the possibilities of providing more vocational and trade schools, teacher-training schools, senior secondary schools and opportunities for higher education both in East Africa and abroad. It is also the opinion of the Mission that the establishment of a college in Tanganyika might be seriously considered to provide higher education facilities for Africans in the Territory itself.

3. The Mission commends highly the standards of instruction and the quality of the students at the Tabora Government Secondary School, the Roman Catholic Secondary School at Tabora, and the Universities Mission Secondary School at Minaki. It regrets not having had the opportunity to visit Makerere College which is an inter-territorial institution of higher learning located in Uganda.

4. The Mission appreciates the liberal educational policy of the Administering Authority by which education in government schools is entirely secular and in Government-aided Mission Schools, religious worship and instruction are optional.

5. The Mission suggests in future annual reports that the Administering Authority be requested to prepare detailed tables showing educational expenditures from all sources, Government revenue, development funds, Native Authorities, voluntary agencies, etc. and showing the number of pupils in each standard up to standard XII, the number of students in colleges, and the number of teachers, both European and African in each type of school.

6. The Mission is aware of the conditions which up to the present have led to the existence of separate education facilities for each of the three communities in Tanganyika, but suggests that the Administering Authority might consider the possibility of establishing in Dar-es-Salaam and other urban centres, a system of inter-racial primary and secondary education.

ANNEX 1
INTER-TERRITORIAL ORGANIZATION
IN EAST AFRICA

A. HISTORICAL SUMMARY OF EVENTS PRECEDING PRESENT INTER-TERRITORIAL ORGANIZATION*

1. The Commissions of Inquiry and the Joint Select Committee.

The first Commission to East Africa, known as the Ormsby-Gore Commission was appointed by the Secretary of State for the Colonies in 1924, to visit the territories of Northern Rhodesia, Nyasaland, Kenya, Uganda Protectorate and Tanganyika with a view to finding ways and means of achieving an East African Federation of these territories.

The report of the Commission was published in 1925. As far as the establishment of a federation was concerned, the Commission reported that there was little support in East Africa for the idea of immediate federation, and in some quarters there was definite hostility. Furthermore, geographical conditions, the lack of communications, the expense of such a federal organization, and the possible curtailment of freedom of action which the local governments then enjoyed, militated against the idea. The Commission therefore concluded "that the day is still far off when such co-operation could be brought about by the imposition of federal government over the whole of the territories".**

While rejecting the idea of federation, the Commission was impressed by the need for greater co-operation and understanding both between the five administrations and the residents of the territories. It observed also, that further economic development of both native and non-native production in East Africa was dependent upon the early provision of increased transport facilities, especially railway constructions. Two recommendations arose out of these considerations:

(1) That there should be regular periodic conferences of the five territorial Governors and the British Resident of Zanzibar and other responsible officials of the various departments, to discuss and prepare projects for closer co-operation in any field where co-operation or

* This summary is intended only as an introduction to the subsequent sections of this chapter. The Mission does not claim that it is necessarily a complete summary of the events leading to the present inter-territorial organization. It is submitted without prejudice and with a view to assisting the Trusteeship Council in its consideration of the inter-territorial scheme.

** East Africa - Report of the East African Commission, Cmd. 2387, London, 1925, P.7.

co-ordination seemed desirable;

(2) That a loan guaranteed by His Majesty's Government in the United Kingdom for £10,000,000 should be considered for transport development in East Africa as a whole.

Effect was given to the latter proposal by the passing of the Palestine and East African Loans Act of 1926.

The first Conference of Governors of British East Africa met in Nairobi in 1926. The second Conference was held in London with the Secretary of State for the Colonies in 1927. It was decided at the latter Conference that a second East African Commission should be established to study and recommend whether or not, either by federation or by some other form of closer union, more effective co-operation between the different Governments in Central and Eastern Africa could be secured, and to consider which territories could then, or at some future time be brought within any such scheme of closer union, (due attention being paid to the status of Tanganyika as a mandated territory under the League of Nations).

Accordingly a second Commission, the Hilton Young Commission, was appointed and proceeded to East and Central Africa in December 1927. The Commission, after a period of study in the territories and consultations with the local communities, returned to England in May 1928 and its report was presented to Parliament in January 1929. The Commission advanced a series of proposals which were designed ultimately to lead to a close form of union under a single Governor-General. These were:

(1) That as a first step a High Commissioner should immediately be appointed whose function would be to supervise native policy and certain services of common interest and who would act as the Chairman of the Governors' Conference. He would not intervene in matters of routine and the position of the several Governors would remain unaltered;

(2) That at a second stage, a Governor-General with executive powers and control over legislation in regard to specified subjects, but without legislative function should be appointed. He should be assisted by advisory councils for general purposes, for railways and for customs;

(3) Ultimately, a Governor-General should be appointed, assisted by a Central Council possessing a central revenue, with power to legislate in respect of services of common interest.

The report gave rise to considerable interest and criticism in both England and East Africa. As a result, the Government decided to send Sir Samuel Wilson, the Permanent Under-Secretary of State for the Colonies, to East Africa to ascertain what measure of agreement could locally be obtained on the recommendations of the Hilton Young Commission as regards

the three northern territories of Tanganyika, Kenya and Uganda, and to report on what lines the scheme for closer union would be administratively workable or otherwise acceptable.

Sir Samuel Wilson's report was published in October 1929. He proposed that instead of the three steps contemplated in the Hilton Young Commission's report, a High Commissioner should immediately be appointed who would have legislative and administrative responsibility for certain defined economic services such as transport, customs, defence and research and who, as Chairman of the Governors' Conference, would have an advisory function in all matters of common interest and be in a position to keep the Secretary of State informed of the progress of events. To assist the High Commissioner, Sir Samuel recommended the establishment of a Central Council with legislative powers in so far as the transferred subjects were concerned.

In June 1930, Lord Passfield, the Secretary of State for the Colonies, issued a "Statement of the Conclusions of His Majesty's Government in the United Kingdom as regards Closer Union in East Africa" (Cmd. 3574) in which it was agreed that a High Commissioner should be appointed for Tanganyika, Kenya and Uganda. It was proposed that his main functions would be to advise the Secretary of State on matters of native policy and to administer and legislate with the assistance of a Legislative Council, certain common services. The issue of the document was accompanied by a statement that, in order that the proposals should receive the fullest consideration, they should be submitted to a Joint Select Committee of both Houses of Parliament.

Accordingly a Joint Select Committee was appointed and met in 1931. The reports of the Hilton Young Commission and Sir Samuel Wilson and the conclusions of His Majesty's Government were examined. The Committee also heard evidence from the Governors of Tanganyika and Kenya and the Chief Secretary of Uganda and representatives of the several communities in East Africa.

In its report, published in 1931, the Joint Select Committee stated that early in their enquiry "it became evident that neither the proposals of the Hilton Young Commission nor those in Sir Samuel Wilson's report nor yet the conclusions of His Majesty's Government have at present any substantial measure of support either from the Governments of the Territories concerned or from the communities affected. In fact, there has undoubtedly been a certain reaction against the whole idea of closer union in East Africa.*

* Joint Select Committee on Closer Union in East Africa, Vol. 1 - Report, 1931, No. 184, page 14.

The obstacles to the establishment of political and constitutional union were stated to be that the scheme was inopportune on financial grounds, that the native witnesses from Tanganyika and Uganda were reluctant to be more intimately associated with Kenya; and almost all the native witnesses objected to the establishment of any authority which would come between the representatives of the Crown in the several East African Dependencies and His Majesty's Government in the United Kingdom; that the existing state of economic development, especially in regard to communications, was such as to impose serious obstacles to the effective operation of any new authority with executive functions throughout the whole of so large an area; and finally that the vast majority of all the communities concerned were still primarily and mainly interested in the affairs of their particular territory.

The Committee concluded therefore that: "All these circumstances combined to make it clear that this is not the time for taking any far-reaching steps in the direction of formal union. In fact, they consider that for a considerable time to come the progress and development of East Africa as a whole can best be assured by each of the three territories continuing to develop upon its own lines, lines which they consider still experimental".*

The Committee agreed however, that there was a very real field for co-operation and co-ordination in the economic services of the three territories especially with regard to transport, customs, scientific and technical services and posts and telegraphs. As to the latter the Committee noted that the posts and telegraphs services of Kenya and Uganda had already been amalgamated and there appeared to be no immediate necessity for extending the amalgamation to the Tanganyika service, but that the closest practicable co-ordination was desirable.**

* Joint Select Committee on Closer Union in East Africa, Vol. 1 - Report, 1931, No. 184, page 15.

** In April 1932 however, the Conference of East African Governors approved a project for the unification of the posts and telegraphs administration of the three territories which was later sanctioned by His Majesty's Government. Under the amalgamation scheme which came into operation on 1 January 1933, each territory retained full legislative and budgetary control over its own services and expenditure, and was credited with its own revenue. Each territory retained its own postal authority under the amalgamation; but each Governor sought advice on general policy from the same officer, namely, the Postmaster-General, who was responsible for the laying down of adequate economic standards of telegraph, telephone and wireless construction, for the accounting work necessary for all the three territories and for the posting of senior staff.

The Committee observed that a customs union already existed throughout Tanganyika, Kenya and Uganda, which provided for internal free trade between the three territories and purported to impose a uniform customs tariff at the ports entry, but that complaints had been received that due to there being two separate Customs Departments, one common to Kenya and Uganda and the other for Tanganyika, there was a variation in administration and the interpretation of customs law.* The Committee recommended that effective steps should be taken at the Governors' Conference to ensure that there was no longer any grounds for such complaints.

Finally the Committee recommended as a means of ensuring continuous and effective co-operation between the Governments concerned, that the machinery of the Governors' Conference should be increasingly utilized. It was recommended that the Governors of Tanganyika, Kenya and Uganda meet regularly in conference at least twice a year and the Conference be serviced by a permanent Secretariat. Periodic extraordinary conferences were also recommended, to which the Governors of Northern Rhodesia and Nyasaland and the British Resident of Zanzibar should be invited.

In a dispatch of 22 December 1931, the Secretary of State for the Colonies informed the Governors of the three territories that he had accepted the recommendation of the Joint Select Committee that in the absence of a central authority the machinery of the Governors' Conference should be increasingly utilized for securing co-operation and co-ordination in all matters of common interest.**

The Secretary of State issued a further dispatch on 13 July 1932 to the Governors of Tanganyika, Kenya and Uganda after he had received the observations on the report of the Joint Select Committee from the Governors, and following

* Tanganyika, Kenya and Uganda have maintained since 1923 a common customs tariff, modifications being made as a result of common decisions. In 1927, a further agreement provided that foreign goods for which duty had been paid on entry into one of the three territories were allowed to pass without further payment of duty into either of the two others, the duty being credited to the country for which the commodities were ultimately destined. Each country collected its own revenue, but in case of goods not consumed in the importing territory, the duty was transferred by that territory to the consuming territory in monthly credit accounts. Each territory paid the cost of its own customs service.

** Correspondence arising from the Report of the Joint Select Committee on Closer Union in East Africa, Cmd. 4141, page 8.

the conclusions of the Governors' Conference held in April 1932 where the Committee's report was discussed. He accepted the view that no far-reaching steps in the direction of the formal union of the territories should be taken at that time.*

2. The Permanent Mandates Commission

During the years 1925-1935, the question of closer union in East Africa as far as it applied to the mandated territory of Tanganyika was discussed in various sessions of the Permanent Mandates Commission of the League of Nations. The Commission did not however draw up its comments, relevant observations and views on the various schemes for closer union in the form of a definite resolution to the Council of the League, until after it had finally received in 1932 the report of the Joint Select Committee. The reason for this was because the Commission always thought it wiser to defer its judgment until definite decisions had been reached by the mandatory Power, which had given the Council of the League its assurances that such decisions** would be communicated to the Permanent Mandates Commission before being put into operation. Opinions were however, exchanged in the Commission during the years in which the closer union schemes were being considered by the mandatory Power, which to some extent anticipated the resolution finally adopted by the Commission and its June-July Session of 1933. The resolution read as follows:

"Question of a closer administrative, customs, and fiscal union of the mandated Territory of Tanganyika with the neighbouring British possessions of Kenya and Uganda"

"(a) Conclusions of the Commission.

"The Permanent Mandates Commission has taken note of the letter from the United Kingdom Government, dated September 2nd, 1932, communicating its decision on the question of "closer union" between Tanganyika and certain

* Ibid, page 47

** Mr. Henderson, Secretary of State for Foreign Affairs on 6 September 1929, stated in the Council of the League that "he was able to give the assurance that, when his Government had come to a decision as to what, if any, action should be taken on the lines of the Hilton Young report, this decision would be at once communicated to the Permanent Mandates Commission, which would then, before the decision was put into effect, have the opportunity of considering it and making any observations it wished to make upon the decision".

neighbouring British territories.

"In that letter, and in the statements of its accredited representative:

"1. The United Kingdom Government endorses the opinion expressed by the Select Committee of both Houses of Parliament that the time is not yet ripe for the introduction of closer political or constitutional union;

"2. It also adopts the said Select Committee's recommendation that the Conference of the Governors of the different territories of East Africa should be increasingly utilised for the purpose of ensuring the closest co-operation and co-ordination in all matters of common interest to those territories.

"Having examined the official documentation accompanying the letter from the United Kingdom Government, the Permanent Mandates Commission:

"1. Thanks the mandatory Power for the admirable documentation it has sent, and fully appreciates the lofty motives to which that documentation bears witness;

"2. Takes note that the Government of the United Kingdom has no intention of putting into operation any scheme of "closer union" between the mandated Territory of Tanganyika and the neighbouring British territories, which would involve the creation of a political or constitutional union, with the effect of destroying or endangering for the future the existence of the mandated territory as a distinct entity in international law.

"With reference to the expression "time is not yet ripe",* the Commission considers that a political or constitutional union of the mandated Territory with the neighbouring territories cannot be carried out as long as the present Mandate is in force.

"It also considers, due regard being had to the provisions

* This phrase was used in the covering letter from the Mandatory Power transmitting the correspondence arising from the Joint Select Committee Report. Full quotation was "... on the main issue the Joint Select Committee advised that the time was not yet ripe for any far-reaching steps in the direction of political or constitutional union of any of the territories concerned".

of Article 10 of the Mandate,* that any measures tending during that period towards the de facto establishment of such a "closer union" should be avoided;

"3. Notes that the Conference of the Governors of Tanganyika, Kenya and Uganda is a permanent advisory organ for co-operation and the co-ordination of the common interests of those territories, with its Secretariat at the capital of Kenya.

"Desires to give expression to the particular interest which it takes in that body. It recognises the value, in the interests of the mandated Territory itself, of pooling experience acquired in neighbouring territories.

"On the other hand, it considers that such a body should not assume executive responsibilities which would unduly restrict the necessary autonomy of the mandated Territory.

"For this reason the Commission will follow with special interest the work and policy of that body.

"4. Asks the mandatory Power to continue to furnish complete and detailed information regarding the Customs system and to supplement the information regarding transport, postal and telegraph services and any other co-ordinated services.

"(b) Note by the Minority of the Commission.

"M. van Rees, Vice-Chairman, Lord Lugard, M. Merlin and M. Orts were unable to associate themselves with certain of the conclusions adopted by the majority, for the following reasons;

"Since paragraph 3 of the second conclusion is intended to formulate certain views expressed by several members in the course of the discussion on this subject, the minority finds it necessary to record its dissent to a text which seems to throw doubt upon the exercise of the rights given to the mandatory Power under Article 10 of the Mandate, and which seems to infer that the mandatory Power would, in any circumstance, be capable of enforcing by circuitous methods a decision which it had formally promised not to put into effect without previous reference to the Permanent

* Article 10 of the Mandate on the Tanganyika Territory reads as follows:

"The Mandatory shall be authorized to constitute the territory into a Customs, fiscal and administrative union or federation with the adjacent territories under his own sovereignty or control; provided always that the measures adopted to that end do not infringe the provisions of this mandate."

Mandates Commission - namely, a political and constitutional union between the territory under mandate and its neighbours.

"The minority also considers that the third conclusion should be omitted. It is of opinion that the Governors' Conference affords a valuable and necessary means of consultation between the Governors, in the interest of their respective territories. It takes cognisance of the fact that the Conference is "purely advisory", that full liberty of action is reserved to each governor and his Legislative and Executive Councils. The minority therefore cannot conceive how it could be feared, that a conference so constituted could possibly exercise executive powers, or endanger the political individuality of the mandated Territory.

"For a proper understanding of the reasons for these reservations, reference should be made to the Minutes of the Twenty-third Session, pages 39, 40, 51-52, 65-68, 73, 74, 77-80, 120-122, 124."

The Permanent Mandates Commission also discussed the customs union obtaining in the territories of Tanganyika, Kenya and Uganda and the postal amalgamation which was effected in 1933.

On the question of the customs union, at its 22nd Session, the Commission asked for information from the mandatory Power in order to ascertain whether or not such a union was detrimental to the interests of the inhabitants of Tanganyika. The Commission was generally of the opinion that such a union was compatible with the terms of Article 10 of the Mandate, provided that it was in the interests of the inhabitants. At its 23rd Session, the Commission asked to be kept informed of future developments.

On the question of the postal amalgamation, which was discussed at the 23rd Session, the Commission did not express any definite judgment as stated in the resolution adopted at this Session. The resolution read as follows:

"Amalgamation of the Postal Services of Tanganyika on the one hand and Kenya and Uganda on the other."

"The Commission took note of the particulars on this question in the annual report, which were communicated to it at its request.

"It calls the special attention of the Council to the action that has been taken and the conflicting views which the Commission, during its examination of this question, expressed as to its compatibility with the terms of the Mandate and the protection of the interests of the territory.

"It suggests that the mandatory Power be requested to furnish the League of Nations with the documents referring to this amalgamation and

/any other

any other information that may help the Commission to judge from year to year of the actual effects of the step that has been taken on the efficiency of the postal service, the finances of the territory [and its autonomy. The Commission had decided to suspend any further judgment on this unification until fuller experience has enabled it to form a more reliable opinion thereon.]^{7*} It will watch with special interest such direct and indirect effects as may result, both as regards the administrative efficiency and cost of the unified service [and as regards the autonomy of the mandated Territory].^{8*} (pages 37-40, 47-52, 69-71, 124-127, 179-182)."

B. PRESENT INTER-TERRITORIAL ORGANIZATION

As stated, the schemes for closer union involving constitutional union proposed by the Commissions of Enquiry, were temporarily rejected by the Joint Select Committee in 1931, but starting in 1926 on the recommendation of the Ormsby-Gore Commission, regular periodic conferences of the Governors of Tanganyika, Kenya and Uganda were held. These conferences were supplemented and supported by frequent meetings of the technical departments of the territories, notably, Agriculture, Education, Medical, Prisons, Tsetse Research and Veterinary and by advisory and consultative bodies established on an inter-territorial basis. Moreover, during the years before the Second World War, certain services came to be established on a common basis and inter-territorially operated. Inter-territorial co-operation and co-ordination was further precipitated during the war years by the necessity to co-ordinate and direct the joint war effort which involved the pooling of resources in production and manpower and the common use of transport, shipping and supplies, for which several inter-territorial bodies and controls were set up. The inter-territorial services which came to be established on a common basis were concerned with defence, posts and telegraphs, customs and excise, income tax, meteorology, civil aviation, air transport, statistics, currency, central research and higher education. The railway services, which in Kenya and Uganda were jointly administered, were also closely inter-linked with those of Tanganyika.

The inter-territorial services were loosely organized within the structure of, and directed by, the Conference of Governors. The Conference maintained a permanent Secretariat under the direction of a Chief Secretary, through which correspondence was conducted and directions given, and which acted as a general inter-territorial staff in such matters as were entrusted to it.

* Mr. Orts, Mr. Merlin and Mr. van Rees voted against the passages in brackets.

There existed however, no constitutional or juridical basis for the Conference and according to the Secretary of State for the Colonies it functioned without public debate or discussion and its decisions were normally based on material available only to the Governments concerned and not to the general public. A further criticism expressed by the Secretary of State was that frequently it was necessary for the Governors, having agreed in the Governors' Conference to a certain course of action, to present their Executive and Legislative Councils with what amounted to a fait accompli.*

In view of these considerations, the United Kingdom Government published in 1945 for information and discussion, plans outlined in White Paper Colonial No. 191 which proposed to create by an Order in Council a constitutional and juridical framework for the administration of the inter-territorial services and departments. The plans envisaged the creation of a High Commission, consisting of the Governors of Tanganyika, Kenya and Uganda; a Central East African Legislative Assembly with powers to control certain defined subjects; and an executive organization or Secretariat supported in appropriate cases by inter-territorial advisory and consultative bodies.

In 1947, after consultation with the Governors of the three territories, and discussion of the proposals in the territories themselves, the British Government issued in White Paper Col. No.210 new proposals, which after being approved by the three territorial legislatures, were put into effect by an Order in Council signed by the King in December 1947 for an experimental four year period beginning 1 January 1948. The first sitting of the new East African Central Assembly was scheduled to meet in March 1948. These proposals were basically similar to those of the initial White Paper.

The constitutional framework established by the Order in Council for the administration of specified departments and services, in existence or projected for the near future (collectively referred to as the "scheduled services") is as follows:

(1) An East African High Commission consisting of the Officers administering the Governments of Tanganyika, Kenya and Uganda. Its powers and duties are to administer the scheduled services; to appoint staff and operate Service regulations; to enter into contracts; to hold land; to appoint advisory and consultative bodies; to operate a fund into which contributions from the East African territories and from other

* Inter-territorial Organization in East Africa, Col. No.191, 1945, page 2.

sources will be paid and out of which all expenditure incurred by the High Commission in respect of the non-self-contained services will be defrayed; to enact legislation applying to East Africa as a whole, either with the advice and consent of each of the three Legislative Councils or on specified subjects with the advice and consent of the Central Assembly; to take over the functions of and to replace the East African Air Transport Authority; as from a date to be agreed upon, to take over the functions and to replace the High Commission for Transport, Kenya and Uganda; and to take over the functions of the East African Transport Policy Board.

It is understood that the High Commission shall have its Headquarters in Nairobi (Kenya).

(2) An East African Central Assembly consisting of 23 members under the Chairmanship of a Speaker. The 23 members include 7 official members, 5 appointed territorial members from Kenya, 5 appointed territorial members from Uganda, 5 appointed territorial members from Tanganyika and 1 Arab member appointed by the High Commission. The powers and duties of the Central Assembly are to consider annual or any supplementary estimates of revenue and expenditure of the High Commission, of the Assembly and of the scheduled services; to approve such annual or supplementary estimates of expenditure (with such amendments as the Assembly might think fit) subject, in the case of non-self-contained services, to the relevant contributions from the East African Governments being subsequently approved by the territorial Legislative Councils; to consider by question or motion, matters arising out of or affecting the scheduled services; and to legislate on specified subjects.

It is proposed that the Central Assembly should normally meet in Nairobi (Kenya) but should be at liberty to hold occasional meetings in Uganda or Tanganyika.

(3) An Executive Organization assisted by advisory and consultative bodies. The scheduled services are grouped under the four principal executive officers of the High Commission, namely the Administrator to the High Commission, the Member for Finance, the Member for Transport and the Postmaster General. These four officials together with the Commissioner of Customs (as under-Secretary for Finance), the Economic Adviser (formerly the Economic Secretary), and the Legal Secretary form the 7 ex-officio members of the Central Legislative Assembly.

The following officers are individually responsible for the administration of their departments under the given organization:

A. The Administrator to the High Commission

All scheduled services other than those allocated to other executive

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officers of the High Commission;

The Administrator is also responsible for the co-ordination and liaison work formerly carried out by the Conference Secretariat on behalf of the Governments of Northern Rhodesia, Nyasaland, Zanzibar and the Seychelles for as long as required.

B. The Member for Finance

The Finance Branch of the High Commission Secretariat;

The East African Customs and Excise Department (when amalgamation of the two existing departments has taken place);

The East African Income Tax Department.

C. The Member for Transport

The East African Railways and Harbours Administration (when amalgamation of the two existing systems has taken place).

The Railway operated Road Services (when amalgamation of the two existing systems has taken place).

Liaison with the East African Airways Corporation.

D. The Postmaster General

The East African Posts and Telegraphs Department;

The High Commission has discretion to vary the allocation of responsibility between the principal executive officers from time to time as the High Commission might decide.*

Four advisory and consultative bodies are to be retained: the East African Production and Supply Council; the East African Industrial Council; the Standing Research Committees; and the East African Publicity Committee. In addition three new advisory and consultative bodies will be appointed, an East African Revenue Advisory Board; and East African Posts and Telegraphs Advisory Board; and an East African Transport Advisory Council.

A list of the scheduled services consisting of either existing common services or common services projected in the near future was given in the Order in Council.

A. Existing Scheduled Services.

The following departments and services come under the executive jurisdiction of the High Commission and within the purview of the Central Assembly:

The Secretariat of the High Commission;

The East African Anti-Locust Directorate;

The East African Directorate of Civil Aviation;

The East African Directorate of Training;

* Inter-Territorial Organization in East Africa, Revised Proposals, 1947, Col. No.210, pages 7-8.

The East African Income Tax Department;
The East African Industrial Council;
The East African Office in London;
The East African Posts and Telegraphs Department;
The East African Production and Supply Council, and all matters within
the sphere of such Council;
The East African Publicity Committee;
The East African Refugee Administration;
The East African Research Services;
The East African Tsetse Reclamation Department;
The East African Statistical Department;
The Lake Victoria Fisheries Board;
The East African Meteorological Department;
Services connected with the maintenance of contact between the
Territories and the Defence Services;
Services arising out of the functions of the High Commission as
East African Air Transport Authority;
Services of inter-territorial import arising from the operation in
the Territories of the East African Currency Board.

B. Common Services Projected for the Future.

The following departments and services will come under the executive jurisdiction of the High Commission and within the purview of the Central Assembly on dates to be agreed upon after certain preliminary action has been completed:

The East African Customs and Excise Department;
The East African Information Office;
The East African Literature Bureau;
The East African Radio-Communications Service;
The East African Railways and Harbours Administration;
The East African Regional Geological Survey;
The East African Regional Topographical Survey;
Inter-territorial services financed, in the whole or in part, by means
of grants made to the High Commission from the East African Regional
Allocation under the Colonial Development and Welfare Acts;
Such further Research Services as may be set up on an East African
basis.

These departments or services come under the executive jurisdiction of the High Commission and within the purview of the Central Assembly. It

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was stated in Col. No. 210 where a similar list was indicated, that no further additions would be made without the clearest expression of approval in each instance by each of the three Legislative Councils.

Departmental re-organization was scheduled to take place along the following main lines:

(1) The Kenya and Uganda Customs Department and the Tanganyika Customs Department will be amalgamated and will come within the executive jurisdiction of the High Commission and the purview of the Central Legislative Council on approval by the three territorial Legislative Councils, the High Commission and the Secretary of State. The Tanganyika Legislative Council has approved the proposals contained in Sessional Paper No. 3, and Ordinances Nos. 34 and 35 of 1945 have been enacted to give effect to them. The result will be the amalgamation only of the collecting machinery. No alteration is made in the previous position regarding tariffs which are controlled by the Governments concerned.

(2) The Posts and Telegraphs Department will be converted into a self-contained department with its own capital account;

(3) The Kenya and Uganda Railways and Harbours Administration and the Tanganyika Railways and Ports Services will be amalgamated. The combined administration is expected to have its own capital account and self-contained budget. Before the scheme is applied, the approval of the three territorial Legislative Councils, the High Commission and the Secretary of State will be required. The approval of the three territorial Legislative Councils has been given for the adoption of the scheme of amalgamation set out in Tanganyika Sessional Paper No.1, and the East African Railways and Harbours Administration has been constituted on 1 May 1948 by a Proclamation and an Order of the East Africa High Commission.

The financial procedure will be that each of the self-contained services will have its own separate fund which will be maintained by the High Commission and into which the revenues of the particular service will be paid and from which expenditure will be charged.

A single fund will be established by the High Commission for all non-self-contained services into which will be paid all sums granted by resolution of any of the three territorial Legislative Councils, plus all sums received by the High Commission from any other sources for the purposes of such services. Expenditure on these services will be charged out of the fund.

ANNEX 2

SUMMARY OF DISCUSSION IN THE TANGANYIKA LEGISLATIVE COUNCIL
ON COLONIAL PAPERS NUMBERS 191 AND 210

At the meeting of the Legislative Council held on 12 December 1945, the Chairman declared:

"We have met at this somewhat unusual hour to enable the Government to lay on the table two papers of great import. Simultaneous publication is being made in Great Britain and in the neighbouring Colonies.

"The first is a paper concerning the inter-territorial organization in East Africa. A copy of this is already in the hands of all honourable members. I have no doubt that after they have read the paper honourable members will wish to ask a number of questions not only on the principles involved but on the details of many matters mentioned. In anticipation of this I have arranged that Sir Charles Lockhart, the Chief Secretary of the Governors' Conference, an admitted expert in all the many phases of the work of the Conference, should visit Dar-es-Salaam in order to be available to discuss any matters which honourable members may wish to raise. Sir Charles will arrive here tomorrow and I propose to invite honourable members to attend an informal meeting with him on the day after tomorrow. I propose that at the conclusion of this short sitting we should adjourn until 9.30 a.m. on Saturday, 15th December, so as to give honourable members time to study this paper, and to meet Sir Charles Lockhart."

There is no record in the proceedings of the Tanganyika Legislative Council of the informal meeting held on 14 December 1945 with Sir Charles Lockhart.

On the 15 December 1945, Chief Kidaha Makiwala, African nominated member said in his first speech to the Legislative Council:

"I turn to another point. Yesterday we happened to be in touch with Sir Charles Lockhart of the Governors' Conference. He tried to explain to us what he knew about the amalgamation of some of the common services throughout East Africa. I feel it my duty to express the views as stated by other Africans in the country as well as in the towns, that generally speaking they are rather suspicious about this move. In the paper it is stated that there is no proposal regarding political union. That is all right, but if the economic services are amalgamated, then it is a common belief that it won't be very easy to separate politics from the economics of the country and

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therefore as the Government has been discharging its duties of trusteeship over the natives very well, we natives think that such amalgamation, if it might involve politics at all, would be drastic for the interests of Tanganyika. That is the view expressed by the natives, and I think it should be considered as well."

There is no further mention of Colonial Paper 191 in the Legislative Council of Tanganyika until the meeting held on 7 March 1946, when the Chairman, in his opening speech, said:

"Since we last met there has been much discussion throughout the Territory on the non-Parliamentary Paper, Colonial 191, and on His Majesty's Government's announcement regarding the application of Trusteeship to this Territory. I need not at this stage comment on any points of the discussions evoked by the publication of Colonial 191."

At the close of this meeting, the Rev. Canon R. M. Gibbons declared:

"Your Excellency, On the adjournment, may I be permitted to make a statement on behalf of all the Nominated members.

"It is, that, in respect of White Paper No. 191, the Inter-Territorial Organization in East Africa, we are anxious to give the fullest consideration to the proposals therein, but we regard it as essential that a further generous space of time should be afforded before it is brought to debate in this Council.

"We believe that this extension of time is necessary, in order,

- (a) to give opportunity for further study and reflection;
- (b) to allow for the exchange of views in the Press and in other ways, and
- (c) to enable amendments or alternative proposals to be submitted.

"We wish to say also, that we are determined to study the proposals in the light of the highest interests of all the peoples of Tanganyika, and we regard it as our duty to ensure the greatest measure of well being for all its citizens, and to safeguard their rights."

No other reference is to be found to Colonial Paper 191 in the proceedings of the Legislative Council in 1946.

The revised proposals contained in Colonial Paper No. 210 were discussed in the extraordinary meeting of the Council held on 15 and 16 April 1947. In an opening communication from the President it was stated:

"The main reason why I have called this meeting of the Legislative Council is, as honourable members will be aware, to discuss the revised proposals for inter-territorial re-organization in East Africa

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contained in White Paper 210, which has been circulated to honourable members. A motion has been tabled on these revised proposals, and I hope that we may be able to reach some positive conclusions on this matter, which has now been for nearly eighteen months in that state well known to honourable members and to Government as "under consideration". As you no doubt know, the proposals are being discussed at this time also by the other territories concerned."

The Chief Secretary opened the debate on the revised proposals by moving the following motion:

"Be it resolved that this Council accepts the proposals for Inter-Territorial Organization in East Africa as set out in Non-Parliamentary Paper Colonial No. 210."

Attention was drawn by the Chief Secretary in presenting the motion to the covering dispatch of Colonial Paper No. 210 from the Secretary of State for the Colonies which stated that fourteen months had elapsed since the first proposals for inter-territorial organization in East Africa were published in Colonial Paper No. 191. These proposals had since been the subject of wide discussion in the East African territories and following consultations by the Governors of the three territories with the unofficial members of their legislatures, the modified proposals of Colonial Paper No. 210 had been put forward as a basis for further discussion. The latest proposals of Colonial Paper No. 210, commented the Chief Secretary, seemed to the Tanganyika Government to be "fair and reasonable to all concerned".

The Chief Secretary was supported in his motion by the European members of the Council, both official and unofficial.

The main arguments put forward by the Chief Secretary and the European members supporting the adoption of the proposals were that:

The existing system of inter-territorial co-operation through the Governors' Conference had proved itself defective both constitutionally and administratively; constitutionally because there was no forum common to the three territories for public debate and administratively because of such difficulties as getting a Bill on a subject common to the three territories passed through three different legislatures at the same time and in the same form with three different Attorneys-General. The proposals of Colonial Paper No. 210 provided a constitutional, up-to-date and efficient machinery for the administration of those departments which should

be operated on an East African basis and provided means for open debate and discussion on matters affecting these common services;

The proposed organization was non-political. In this connection the Chief Secretary quoted paragraph 10 of Colonial Paper No. 191 which states: "Political union in any form is not proposed", and the Administrative Secretary reminded members of article 5 (b) of the Trusteeship Agreement which authorizes the Administering Authority to constitute Tanganyika into a customs, fiscal or administrative union or federation with adjacent territories and to establish common services between these territories. He reminded members of the assurance given on behalf of His Majesty's Government to the Trusteeship Council that nothing in that article would be regarded as empowering the Administering Authority to take any steps which would have the effect of extinguishing the separate entity of Tanganyika or affecting its status as a Trust Territory;

The proposals adhered to the principle that the final responsibility for the administration of the three territories would continue to rest with His Majesty's Government;

Although some sovereignty must pass to the Central Legislature, if it is to be effective, a number of "checks and counter-weights" will remain, for all practical purposes, in the hands of the local Legislatures those powers which they now possess, until such time as they themselves are prepared to surrender any to the General Assembly.

The legislative powers of the Central Assembly were restricted and the scheduled services to be administered on an East African basis were clearly indicated. Neither the legislative powers nor the list of services could be increased without the clearest expression of approval from each of the three local legislatures;

The proposed scheme for inter-territorial organization, if accepted, was for an experimental period of four years, at the end of which time the constitution and the functions of the Central Assembly were to be reviewed de novo.

The two Indian members of the Council, Mr. I.C. Chopra and Mr. V. M. Nazerali, present during the debate on Colonial Paper No. 210 were opposed to its adoption (the third Indian member was absent).

Mr. Chopra opposed in principle any union or amalgamation of any of the Tanganyika services or departments with those of Kenya and was of the opinion that Tanganyika had sufficient resources to exist independently of Kenya. Examples quoted of these resources were the actual and potential mineral and agriculture wealth of the territory and the products of animal husbandry.

He claimed that in past associations with Kenya, Kenya had benefited at the expense of Tanganyika and detailed as examples the common Cereal Pool, the East African Airways Corporation and the Posts and Telegraphs Services. He expressed the fear that the Tanganyika Railways, Ports and Harbours would suffer under amalgamation. Furthermore, the influence wielded by the Kenya European community had had the effect of materially altering the proposed number of seats in the Central Legislative Assembly in order to give a majority to a "certain community". This had had the result of creating suspicion in the minds of the non-European communities.

Referring to article 5 (b) of the Trusteeship Agreement, he stated:

"There is, of course, another aspect of this proposal which I feel has been lost sight of, and that is the fact that this is a Trust Territory. I know that in the agreement that has been negotiated at the United Nations Organization, the various countries who were present there have authorized this Government to have certain common services with the adjoining territory, but I am sure that those countries which agreed or sanctioned that clause never realized, that we are handing over practically all our services to the adjoining country. If you see the list of services to be amalgamated it covers about two to two-and-a-half pages. There will be nothing left for this Legislature to attend to. We will be more or less like a county council. We are undoubtedly handing over our sovereignty over all these services to this new body which is not under the control of the United Nations Organization, and I am positive that as soon as the United Nations Organization realizes that you are handing over sovereignty over these services, in a Trust country to this other body, over which they have no control whatsoever, you are going to have difficulty. We are in fact surrendering the sovereignty and that is not a very good thing indeed. In other words we are going to yield to Kenya rule."

Mr. Nazerali supported the arguments of Mr. Chopra and referred members to the Indian Association resolutions on Colonial Paper No. 210. Indian public opinion has decided on a categorical rejection of the proposals and moreover, was in favour of the existing systems being abolished and Tanganyika being allowed to progress on its own strength and resources. The resolution of the Indian Association reads:

"Be it resolved that the Indian Community of Tanganyika categorically rejects the proposals of economic association of the East African Territories contained in Colonial Paper 210 and are

/convinced

convinced beyond any shadow of doubt that those plans are detrimental to the general interests of the people of this Trust Territory of Tanganyika.

"Further it is the considered opinion of the Indian Community that wartime and other working arrangements with Kenya have operated against the interests of this territory as instanced 1) by the loss of new industry, 2) by other economic losses; and has reduced this country to nothing more than the consuming market for Kenya industries.

"It further expresses the view that all Inter-Territorial Boards and Committees have very meagre representation of non-Europeans from Tanganyika and Tanganyika Europeans work hand and glove with Kenya settlers who generally dominate; the net result of working on inter-territorial basis being complete sacrifice of Tanganyika interests tending to reduce this territory as nothing more than a province of Kenya. It further wishes to record that it had in the spirit of co-operation hoped that by affording equal status to the 3 major communities, interests of all the people would have been safeguarded, but that principle having now been abrogated under pressure from Kenya settlers, there is not the least chance under any other method of the interests of this Trust Territory being protected by setting up of any inter-territorial economic organizations and therefore strongly urges that Tanganyika should be let alone to develop on its own lines and the existing working arrangements should be ended forthwith."

Chief Abdiel Shangali and Chief Kidaha Makwala, the African nominated members of the Council, expressed no definite opinion on the proposals in Colonial Paper No. 210. Chief Abdiel Shangali asked that consideration of the matter should be postponed as neither the African Association nor the majority of the Africans had had time to study the proposals. He himself had received the Kiswahili text from the Secretariat only on the previous day. Chief Kidaha Makwala supported the suggestion and stated that an opportunity should be given for the Africans to study the proposals and for the opinion of the Chiefs Council to be sounded.

On 16 April 1947, the Chief Secretary apologized to the African members for the delay in the publication of the Kiswahili text, but stated that it was not possible to grant the requested postponement. He urged the African members to express their views in a definite manner when the vote on Colonial Paper No. 210 was taken.

The result of the voting on the proposals taken on 16 April 1947

was as follows:

20 votes in favour
2 votes against
2 abstentions

(European members);
(Indian members);
(African members).

ANNEX 3

ESTABLISHMENT AND TERMS OF REFERENCE OF THE MISSION

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

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

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

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

Mr. Henri Laurentie (France) Chairman

Mr. E. W. P. Chinnery (Australia)

Dr. Lin Mousheng (China)

Mr. R. E. Woodbridge (Costa Rica)

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

"THE TRUSTEESHIP COUNCIL

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

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

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

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

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

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

Mr. Jean de la Roche	Principal Secretary
Mr. Jack Harris.	Assistant Secretary
Mr. Jacques Rapoport	Secretariat
Miss Joan Brown-Harrop	Secretariat
Mr. Francois de Courcel	Finance Officer
Miss Denise Wyns	Stenographer

ANNEX 4

ITINERARY OF THE VISITING MISSION IN TANGANYIKA

A. ITINERARY OF THE MISSION AS A WHOLE

- 12 August 1948 Arrived Kigoma, Tanganyika.
Meeting with Mr. Lamb, Political Liaison Officer, to discuss the itinerary of the Mission.
Meeting with local chief and Africans at Ujiji.
Left Kigoma for Mwanza via Tabora.
- 14 August 1948 Arrived Mwanza.
Visited the Geita Gold Mine.
Meeting with Africans at Native Administration headquarters at Karumo.
- 16 August 1948 Meeting with the Native Authorities at the Nyanza Federation Hall.
Meeting with Africans at the Mwanza African Welfare Club.
Interview with the Mwanza Branch of the Indian Association.
Visited:
The Agricultural Experimental Station for cotton near Mwanza.
The Mwanza prison and hospital.
The Native Administration Training centre for African Medical Assistants.
Left for Malya.
- 17 August 1948 Visted:
Cotton market en route to Malya.
Native Administration dam at Bungulwa.
Nyambili cotton ginnery.
Cattle market near Malya.
Meeting with nine chiefs of the Sukumaland Federation.
Discussion of the Sukumaland Development Scheme and Federation with the Provincial Commissioner and the Assistant Provincial Commissioner of the Lake Province.
- 18 August 1948 Visited:
Shishiyu, Ninji, Shynuiji and Malya dams included in the Sukumaland Development Scheme.
Native Administration school at Malya.
Workshop at the Sukumaland Development Scheme headquarter
Medical dispensary at Malya.
African retail shop at Malya for the employees of the Sukumaland Development Scheme.

The Sukumaland Federation Hall.

Meeting with Medical Officer in charge of the Rural Health Survey among the Wasukuma.

Meeting with the Head of the Veterinary stock farm belonging to the Sukumaland Development Scheme.

19 August 1948

Left Malya for Shinyanga.

Visited the Williamson Diamond Mines Ltd. at Shinyanga.

Meeting with Chief Kidaha and his people at Nyegezi.

20 August 1948

Visited the Tinde Trypanosomiasis Research Station.

21 August 1948

Visited the Tsetse Research Station at Old Shinyanga.

Left Shinyanga for Tabora.

23 August 1948

Visited:

Tabora Government Boys' Secondary School (African).

Tabora Government Girls' School (African).

Tabora Roman Catholic Boys' Secondary School (African).

Tabora Railway Apprentices School.

Meeting with Chiefs and Africans at Ititemia.

Meeting with Provincial Commissioner and Africans in Tabora.

24 August 1948

Visited:

Prison and approved school at Tabora.

Session of the High Court in Tabora.

Tabora Hospital.

Left Tabora for Dodoma.

25 August 1948

Left Dodoma to visit the Kongwa Groundnut area.

Visited area taken over for the growing of groundnuts at Kongwa.

(Mr. Chinnery left the main party to visit the Southern Highlands Province - see "Itinerary of Mr. Chinnery in the Southern Highlands Province".)

26 August 1948

Visited the labour camps, the hospital and the medical laboratory at the Kongwa Groundnut area headquarters.

Meeting with the European Manager of the Overseas Food Corporation, and other members of his staff.

Left Kongwa for Dar-es-Salaam.

27 August 1948

Arrived Dar-es-Salaam.

Meeting with the Acting Governor and other officials of the Administration.

28 August 1948

Meetings with:

The Member for Trade and Finance.

The Deputy Director of Trade and Finance.

/The Acting

The Acting Chief Secretary.

The Director of Economic Control.

The Accountant General.

Attended luncheon given by the Township Authority of Dar-es-Salaam.

Interview with Mrs. K. Maier and her lawyer Mr. O'Donovan.
(see T/218/Add.1)

30 August 1948

Meetings with:

The Secretary for African Affairs.

The Acting Chief Secretary.

The Attorney-General and Member for Law and Order.

Visited the Court of the Liwali of Dar-es-Salaam.

Interview with Mr. D.M. Anjaria
(see T/218/Add.1)

31 August 1948

Meetings with:

The Member for Labour Education and Social Welfare.

The Labour Commissioner.

The Director of Social Welfare.

The Director of Education.

Interview with Mrs. Thomasius, German resident of Arusha.
(Mr. Chinnery arrived in Dar-es-Salaam after his visit to the Southern Highlands Province.)

1 September 1948

Meetings with:

The Member for Lands and Mines.

The Chief Inspector of Mines.

The Land Officer.

The Deputy Chairman of the Development Commission.

Interview with the President and members of the African Association.

2 September 1948

Meeting with the Member for Agriculture and Natural Resources.
Mr. Laurentie and Mr. Chinnery left Dar-es-Salaam for tour of the Northern and Tanga Provinces.

Dr. Lin remained in Dar-es-Salaam to make enquiries and obtain information on various subjects from the heads of services.

3 September 1948

Arrived Morogoro.

Visited the Kingolwira Prison and the Morogoro Social Welfare Centre.

Meeting with local Europeans at the Morogoro Club.

/4 September 1948

- 4 September 1948 Meeting with the Senior Agricultural Officer of the Eastern Province.
 Meeting with the official and non-official representative of the European community.
 Visited the Uluguru mountain area to see the work done by the Forestry and Agricultural Departments in re-afforestation and against soil erosion.
 Mr. Woodbridge joined Mr. Laurentie and Mr. Chinnery.
 Left Morogoro for Dodoma.
- 5 September 1948 Visited the Church Missionary Society Mission at Dodoma.
- 6 September 1948 Visited:
 Kongwa Groundnut area (Mr. Chinnery)
 Dodoma Mental Hospital and Prison.
 Meeting with Chief Mazengo, a Wagogo Chief in Mvumi.
 Meeting with the President and Members of the Dodoma Indian Association.
 Meeting with official and non-official Europeans at the Dodoma Club.
- 7 September 1948 Arrived Arusha.
 Visited:
 The non-European Hospital at Arusha.
 The Wameru Native Administration School at Akheri.
 Meeting with the Custodian of Enemy Property.
 Meeting with the Arusha Tribal Council.
 Interview with members of the Northern Province Secretariat Bureau.
 Interview with Mr. Holmboe, Norwegian subject concerning his desire to purchase an ex-enemy farm.
- 8 September 1948 Interview with Mr. Franz Dullens (see T/PMT 2/41)
 Visited the Mondul Native Administrative hospital in the Masai District.
 Meeting with the District Commissioner to discuss the Mbulu Development Scheme.
- 9 September 1948 Visited the Mbulu Development Scheme.
 Meeting with the African Association of Arusha.
- 10 September 1948 Left Arusha for Moshi.
 Visited the Lyamungu Coffee Research Station and School.
 Meetings with:
 The Kilimanjaro Native Cooperative Union.
 The Chagga Council.

/11 September 1948

- 11 September 1948 Visited the Mount Kilimanjaro area to observe African villages and farms.
- Interview with Rolf Trappe (see T/PET.2/47. and T/PET.2/48)
- Interview with Mr. H.G. von Klackstein concerning his enquiries as to his obtaining a Nansen passport for himself and his family.
- Interview with Mrs. B. Vitale, Italian national concerning re-investment of goods and money taken over by the Custodian of Enemy Property and the possibility of British naturalization.
- Left Moshi for Tanga.
- 13 September 1948 Visited four sisal estates in Tanga.
- Attended lucheon given by members of the Sisal Growers Association.
- Mr. Woodbridge returned to Dar-es-Salaam.
- 14 September 1948 Meetings with:
- The Labour Officer in Tanga.
- The Liwali of Tanga.
- The Tanga District Native Council of Headmen.
- Visited:
- The physio-therapy clinic, Tanga Hospital and maternity clinic.
- The Tanga African market and beer hall.
- The Noorami Industrial Council.
- Pangani Falls hydro-electricity power plant.
- One sisal estate.
- 15 September 1948 Meeting with Africans and sisal estate manager.
- Mr. Laurentie and Mr. Chinnery returned to Dar-es-Salaam.
- Dr. Lin met in Dar-es-Salaam with members of the African Cooks, Washerman's and Servants Association.
- 16 September 1948 Meeting with the Acting Governor of Tanganyika.
- 17 September 1948 Mr. Woodbridge and two members of the Secretariat left Dar-es-Salaam.
- Mr. Laurentie, Mr. Chinnery and Dr. Lin met with members of the Indian Association.
- 18 September 1948 Meeting with the Indian Moslem Association.
- 21 September 1948 Mr. Laurentie, Mr. Chinnery, Dr. Lin and the remaining members of the Secretariat left Dar-es-Salaam.

/27 September 1948

27 September 1948 Meeting of the Mission with Mr. Creech-Jones, Secretary of State for the Colonies and Mr. Cohen Under Secretary of State and other officials of the Colonial Office and the Ministry of Food, in London.

B. ITINERARY OF MR. CHINNERY IN THE SOUTHERN HIGHLANDS PROVINCE

- 25 August 1948 Arrived Iringa.
Visited the Iringa labour camp, the police camp, the milk testing centre, the township market, the meat market and the social welfare centre.
- 26 August 1948 Visited:
The Iringa Government School.
The Overseas Food Corporation Training Camp at Ifunda.
The Tosamaganga Mission.
The Ingawa Native Administration village school.
Meeting with Chief Adam and other Africans at the Kalonga Native Administration headquarters.
Interview with Mr. Garas, Greek national and Mrs. Garas, Polish national concerning their desire to bring their parents to Tanganyika. They were advised of their right of petition to the Trusteeship Council.
- 27 August 1948 Left Iringa for Sao.
Visited the Mufindi tea estates and the Kibau minor settlement.
Meeting with European settlers at the Southern Highlands Club.
- 28 August 1948 Visited the Malangali School.
Meeting with the Provincial Education Officer.
Meeting with Chief Mrere and his elders at Usangu.
Arrived Mbeya.
- 29 August 1948 Visited the Kyimbala Girls' Government School, Mpuhogo Native Administration Boys' School, Native Hospital (Tukuyu) and Makete Leper Settlement.
Meeting with Tukuyu Chiefs.
Meeting with the Co-operative adviser and representative of Southern Highlands co-operative societies at Tukuyu.
Returned to Mbeya (via Mporotos) where a meeting was held with the Provincial Commissioner to discuss local tribes and system of native administration.
- 30 August 1948 Visited the Chunya mining area and the Saza mine.
- 31 August 1948 Visited the Mbeya European School, the Mbeya African Hospital and the Township.
Left Mbeya for Dar-es-Salaam.

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