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

Observations of the United Kingdom Government

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Note dated 10 May 1949 from the Permanent United Kingdom Delegation
to the Secretary-General

The Permanent United Kingdom Delegation to the United Nations presents its compliments to His Excellency the Secretary-General of the United Nations, and has the honour to enclose for the information of members of the Trusteeship Council a memorandum containing the detailed observations of His Majesty's Government in the United Kingdom (as Administering Authority) on the Report of the Trusteeship Council's Visiting Mission to the Trust Territory of Tanganyika under British administration (document T/218 of 8 November 1948).

The Permanent United Kingdom Delegation has the honour to inform His Excellency that this memorandum will be released to the Press for publication in London and in Tanganyika on 11 May 1949.

If the Trusteeship Council decides eventually to publish the Visiting Mission's Report as a United Nations document, His Majesty's Government in the United Kingdom request, in accordance with the provisions of rule 99 of the rules of procedure for the Trusteeship Council, that the memorandum enclosed herewith be included in full in the published document as being "the comments made by the Administering Authority concerned".

Foreword by the United Kingdom Government

The Administering Authority considers it desirable to preface its detailed observations on the Report of the Visiting Mission of the Trusteeship Council by a brief reference to the problems which confront British administration in Tanganyika and by some general comments on the conclusions reached by the Mission after a necessarily brief visit.

Tanganyika is a vast Territory with a widely scattered African population which consists of 120 tribes varying in their social and political organization from the most primitive peoples to communities which, during the thirty brief years of British administration, have made appreciable progress along the road to civilization and self-government. The Territory contains also large non-indigenous communities, European and Asian, which play an essential part in its economic life. In a country containing, as does Tanganyika, large areas of uninhabited tsetse-infested and waterless land, the establishment and maintenance of communications are inevitably costly tasks and with a scattered population the expenses of administration are necessarily heavy. During the period of British administration progress and development have been seriously hampered, though by no means brought to a standstill, by the world-wide economic blizzard of 1929/31 and by ten years of war and of the continued shortage of manpower and material which is an aftermath of war. It is largely for these reasons that the revenues of the Territory, though showing an encouraging increase year by year, are still insufficient, after provision has been made for the maintenance of essential public services, to expand social welfare activities, such as the Education and Public Health Services, on a scale commensurate with the needs of the rapidly increasing population. The local revenues are being assisted by grants from the United Kingdom under the Colonial Development and Welfare Act, but it would obviously be inadvisable, if the Territory is ever to attain a position of economic independence, to build up the social services by such external subsidies to a scale which it would be beyond the capacity of the local revenues to support. It must, therefore, be of primary concern to the Administering Authority to increase the revenues of the Tanganyika Government by the maximum development of the Territory's economic resources.

The long-range general development plan for the Territory, which provides for the expansion of the educational, public health and other social services, the groundnut scheme, and the various regional development schemes such as those for Sukumaland and Mbulu are all part of the Administering Authority's plan to bring about a great advance on a lasting basis in the political, economic and social status of the people of the Territory. The effects of these schemes, retarded though they were through

post-war shortages of supplies and technicians, are already beginning to be felt in the lives of many of the people and will become increasingly evident as the general plan is realized. Moreover, the benefit does not come as a result of Government planning alone. Those engaged in the commerce of the country and in the development of its natural resources are carrying forward their own plans for progress and expansion and are contributing materially to the advancement of the welfare of the people of the Territory.

The Administering Authority fully realizes that in the short time at their disposal the Mission could not familiarize themselves with all the problems and difficulties arising in the Territory or obtain more than a very general impression of physical conditions in the Territory and of the social and mental characteristics of its many tribes. As far as was possible every effort was made to show the Mission, by selection, examples of all the varying facets of the Territory's life and activities, and in the introduction to their report the Mission themselves speak of Tanganyika as "a vast and complex Territory" and refer to the "amazing heterogeneity of its African people" and to the "multiplicity" of its problems. The Administering Authority regrets to find, however, that in framing certain of their conclusions the Visiting Mission seem either to have lost sight of some of these problems and difficulties or failed to recognize their significance. Thus, the Visiting Mission press for an early expansion of education and medical services for the African population while not dealing with the problem of financing such an expansion. At the same time they oppose the encouragement of farming by Europeans which has made and must continue to make so important a contribution to the economic development of the Territory and consequently to the revenues of the Government. It is in the circumstances understandable that the Mission have in several important matters attached greater weight to the views and opinions of an educated and vocal minority of the population than they might have been disposed to do had time permitted their establishing closer contact with the masses of the people. It is, however, regrettable that the Mission should at certain points in their report have quoted inaccurate or demonstrably false statements made to them as if they were of evidential value.

It should, however, be made clear that as regards many of the major recommendations of the report, such as those for the expansion of welfare services and the introduction of representative and democratic forms of government, there is no difference in principle between the views of the Mission and the objectives which have been pursued in the Territory by His Majesty's Government since the inception of British administration

/after

after the First World War. The differences of opinion in such matters, where they exist, lie wholly in disagreement as to the methods by which and the speed with which it is practicable to advance towards these objectives.

In a report prepared after so brief a visit to the Territory it was probable that some conclusions would be recorded which those who have had many years' experience of the Territory and its peoples would hesitate to endorse. In these circumstances the Administering Authority considers it a matter for regret that the report should have been released to the press, and, in spite of a request for postponement by the United Kingdom representative on the Trusteeship Council, should have been discussed in the Council, before the observations of the Administering Authority had been prepared and presented. In the course of this discussion views were expressed which, in the opinion of the Administering Authority, were unrealistic and incompatible with facts, and certain resolutions were framed which, had they been adopted by the Council, would not have been acceptable to the Administering Authority as being incapable of realization or out of accord with the present stage of development in the Territory.

Observations of the United Kingdom Government on the report of the
Visiting Mission of the Trusteeship Council to Tanganyika

INTRODUCTION

In the introductory part of its report the Mission has briefly surveyed the ground covered during its visit to Tanganyika, has given a sketch of present conditions in the Territory, and expressed its appreciation of the vastness and the diversity of the problems to be faced.

Such factual information as is contained in this section of the report is, except in one or two particulars, accurate. At the time of the visit the indigenous population of the Territory was, as the Mission was informed, conservatively estimated to number about 6,000,000. The recent census has shown the correct figure to be just over 7,000,000. The last full census was in 1931 and during the long period since that date estimates of the indigenous population have, as was explained in section 196 of the annual report for 1947, been based on the tax assessment register compiled by the Native Authorities. Estimates of total population have been obtained by multiplying the number of registered taxpayers by 3.5, a figure derived from the results of the 1931 census. An analysis of the 1948 census figures is now awaited and until this is available the reason for the discrepancy between recent estimates of the population and the actual figures obtained by the census must remain a matter for conjecture. There appears little doubt, however, that the hitherto accepted figures of 1:3.5 as the ratio between taxpayers and total population will now be found to require revision.

Another small point which calls for comment is the statement made by the Mission in the second paragraph of this part of the report that in the Kilimanjaro region "many European settlers have found a temperate climate". Had the Mission made reference to the whole of the Northern Province their statement might have been accepted as correct - depending upon what is understood by the word "many" - but the number of settlers, in the strict sense of this expression, in the Kilimanjaro area is not very great. The recent census showed the total European population of the Moshi district - men, women and children - to be 753. This number includes those employed in Government service and those engaged in missionary, business and commercial activities, as well as "settlers".

Most of the matters referred to in the introduction to the Mission's report are dealt with in more detail in later sections and comments upon them will be made in connexion with the relevant sections. There are, however, a few points on which comment at this stage seems to be appropriate.

/The observation

The observation of the Mission that the diversity of population and resources is such that "plans can only be made safely, step by step and area by area" is of considerable importance and significance. It is fully endorsed by the Administering Authority, and its truth must be apparent to all those with any close knowledge of conditions in Tanganyika. It must be said, however, that a perusal of certain parts of the report gives rise to doubts whether the members of the Mission always kept in mind the implications of their own observation.

The Mission has drawn attention to the "set-backs" which the Territory has experienced during its short history. It is, however, an exaggeration to say that during the period between the two world wars the territorial budget was framed on a mere "care and maintenance" basis, and the statement that development during this time was kept to a bare minimum is capable of misunderstanding. It is true that political uncertainty and the fears held at one time that the Territory might be handed back to the Germans discouraged the investment of private capital. But such considerations did not deter the Administration from making every effort, within the limits of its resources of finance and manpower, to foster the Territory's development and advancement. The fact that these efforts were largely frustrated by successive "set-backs" is as much a matter of history as is, for example, the fact of the enforced postponement, to which the Mission refers, of development plans formulated even before the depression period of the early "thirties".

The report states that the Mission was frequently told that progress in Tanganyika will take a long time, but that the members share the wishes of articulate Africans that "evolution will even be quicker than may be thought possible". It should be quite unnecessary to affirm how strongly both the Administering Authority and the Government of the Territory share these wishes and aspirations. No one with any knowledge of African peoples can doubt that with education and opportunities they will develop rapidly. The whole aim of present policy is to foster such development as rapidly as possible on sure and sound foundations, but while it may be overlooked or ignored by the inexperienced and the theorists, the "prodigious" nature of the task of providing all the necessary facilities, of which the Mission expressed itself as being so fully aware, cannot be either overlooked or ignored by those on whom falls the responsibility for carrying out the task. Progress in many respects at this stage may well seem slow to those without local knowledge or experience. The all-important consideration, however, is that it should be sure. The goal is fixed and the ultimate objectives are clear. Progress towards them will be at an ever-accelerating pace but the time taken to reach them will depend not only on the solution of such

/"crucial

"crucial problems" as the provision of the necessary financial resources but also upon the speed at which the willing and intelligent co-operation of the great mass of the people can be brought into full play.

CHAPTER I

POLITICAL ADVANCEMENT

A. INTRODUCTION

The position in regard to the general system of administration in the Territory is as briefly stated by the Mission.

B. GENERAL ADMINISTRATION

The factual information contained in this section of the report is generally correct and calls for little comment. For the sake of accuracy one or two small points may be made. For example, the Legislative Council has one annual "session" but there are now normally three "meetings" in each year. From 1937 until the recent appointment of a Secretary for African Affairs the duties assigned to this officer formed part of the functions of the Administrative Secretary, a post which was abolished on the reorganization of the central administrative machinery, to which the Mission refers and which was explained in section 22 of the annual report for 1947. On page 16 of the report the Mission speaks of administrative officers as being responsible for the collection of Native taxes. Actually the Native Authorities have this responsibility, under the supervision of administrative officers. The position is correctly stated at the top of page 22.

Most of the matters raised in this section of the report are covered in the observations and conclusions of the Mission recorded at the end of the chapter and it may therefore be more convenient if detailed comments on these matters are made when dealing with these observations and conclusions.

In connexion with the Mission's comments on the staffing of Government departments (page 14) there is one point which may be made here. The expansion of the staffing of these departments, to which the Mission refers, still continues. The establishment figures for 1948, compared with those quoted by the Mission, and excluding military personnel as well as labourers, artisans, etc., are:

	<u>1937</u>	<u>1947</u>	<u>1948</u>
Europeans	1,077	1,680	1,927
Asians	1,047	1,550	1,589
Africans	5,934	9,318	10,517

It still remains true that few Africans have gained the necessary qualifications for appointment to posts of higher responsibility but the policy of increasing opportunities for the acquisition of such qualifications will continue to be followed. There are at present twelve Africans attending Universities or Technical Colleges in the United Kingdom

/with scholarships

with scholarships provided by the Tanganyika Government or by His Majesty's Government.

In regard to the Mission's comments on municipal government (page 19) it should be noted that the municipality of Dar-es-Salaam was established on 1 January 1949.

C. NATIVE ADMINISTRATION

Here again the factual information recorded by the Mission is substantially correct and calls for no particular comment except on one or two small points.

In regard to the "classes" of Native Authority referred to on page 22, it should be noted that the term "paramount chief" is no longer in official use. A Native Authority having under his jurisdiction one or more subordinate authorities is styled a "Superior Native Authority".

Other minor points which call for correction or clarification are to be found on pages 29 and 30. In a number of cases the tax rebate payable to Native treasuries now exceeds forty per centum and in some districts is fifty per centum. While it is true that the Moshi district is an exception to the general rule in the matter of payment of tax rebate, it is not the only district in which a local rating system has been established.

As in the case of the preceding section of the report most of the matters raised in this section can conveniently be dealt with when commenting upon the Mission's observations and conclusions. There are one or two points, however, which cannot be regarded as covered in these observations and conclusions.

At the foot of page 22 the Mission quotes from a petition of the Shinyanga Township Africans in which they expressed "dissatisfaction with the limited powers given to their Native Authority". While as a general comment it may be stated that it is the policy of the Administration to increase the powers of Native Authorities in the field of local government as they become more qualified - by experience and by the broadening and "democratization" of the basis of Native administration - to assume greater responsibility, attention is drawn to this particular item for a special reason, as being illustrative of the danger of quoting isolated statements as evidence or proof of any important matter. It will be noted from the annexure to the Mission's report*, dealing with petitions, that discussion followed the presentation of this petition but that no mention is made of any discussion on this particular point. The reason is perhaps not far to seek. The petitioners were Africans, many of them Government servants, living in a township not within the jurisdiction of a Native Authority. The only person holding an office akin to that of a Native Authority is the Liwali of the township, a government servant and incidentally one of

* See document T/218/Add.1.

of the petitioners. Such discussion as did take place on this part of the petition did not make clear what the signatories had in mind beyond a veiled suggestion that Native Authorities should be subject to a less close degree of supervision and that their misdemeanours and those of their subordinate staff should be dealt with leniently.

As regards the question of the appointment of Liwalis mentioned on page 23 in reference to a petition of the African Association of Dar-es-Salaam, a few posts of Liwali are still held by Arabs or persons of Arab descent. Their appointment was necessitated by the fact that there were no Africans suitably qualified and acceptable to the mass of the people to fill these posts. They are in the larger urban areas where the special conditions and circumstances of a very mixed population, largely detribalized and predominantly Mohammedan, had to be taken into consideration. The person holding the office of Liwali in such areas must not only be qualified to conduct the normal business of a court but must be a recognized and acceptable authority on Islamic law. The policy is that all such posts should be filled by Africans as soon as and wherever practicable.

The Administering Authority is glad to record its appreciation of the Visiting Mission's comments on the subject of the freedom of political expression which it noted throughout the Territory. This is, of course, a fundamental feature of British policy and is but part of the educational process in a programme of political development.

D. OBSERVATIONS AND CONCLUSIONS

For convenience, comments will be made on the Mission's observations and conclusions in the order in which they appear in the report.

1. The Administering Authority notes the observations of the Mission in regard to the pace at which the political progress of Africans in Tanganyika has proceeded, and is fully alive to the contribution which education can and must make to political advancement. As far as scholastic and institutional education is concerned the present plans for the expansion of the education services represent the maximum development practicable at this stage within the limits of the funds and staff available. It is fully appreciated that these plans fall far short of the needs of the Territory and as soon as additional resources can be made available the scope of the programme will be broadened and accelerated. It should not however, be overlooked that an important contribution is being made to political progress by the education and guidance in local government and in the general management of their own affairs which are continually conducted among the indigenous population by the administrative staff and by medical, agricultural, veterinary and other professional officers.

2. In this observation and in some of its earlier comments on the same point the Mission commits itself to some sweeping generalizations which it is suggested the members would find difficult to substantiate. Admittedly not all the Native administrations of the Territory are equally advanced and some of them are still very backward. What the Mission means by unpreparedness for progressive development is not quite clear, since it is difficult to conceive of any of the indigenous peoples being entirely unresponsive to the efforts being made to foster their advancement. The unfortunate fact is that the short time available to the Mission and the need to revise the itinerary, to meet their request to make it less strenuous, prevented the members from seeing much of the Native administrations in those provinces where they gained the impression of "grave political weakness among the Native Authorities" and "an emptiness from the political point of view". It is unfortunate, to take only one of the provinces mentioned, that the Mission could not visit for example the Pare, some of the most progressive and politically-minded people in the Territory, or the Sambia, who have set an example to the rest of the Territory by being the first to elect women to their councils. These peoples and some of those in the other provinces would certainly not accept the Mission's estimate of their grave political weakness. The Mission admits that these opinions were "based on very short visits" to the provinces in question, but it is to be regretted that such definite and sweeping statements should be made on so unsubstantial a basis.

The Administering Authority fully shares the view of the Mission that the system of central Government and that of the Native administration should merge at some point along the road of political advancement, but cannot accept the implications of the statement regarding an "apparent void" in the matter of future plans to achieve the ultimate goal of self-government or independence. Had the members of the Mission been able to see more of the Territory and of the extraordinary variety of its peoples and conditions, they could not have failed to appreciate more clearly than is apparent from this part of their report the profound truth of their own recorded judgment that "plans can only be made safely, step by step and area by area". In their observations regarding progressive development towards self-government they would appear to suggest that safety in this connexion will have an adverse effect on the rate of progress and to advocate that it should therefore be ignored.

/The Administering

The Administering Authority on the contrary firmly maintains the view that the development of democratic political institutions among the indigenous inhabitants must inevitably be gradual if they are to rest on a solid and lasting foundation. The measures now being taken to broaden the basis of Native administration and to "democratize" the tribal authorities represent, in the opinion of the Administering Authority, the surest road to progress and the maximum advance for which plans can "safely" or usefully be made at the present time. The method and the direction of further advance must be largely determined by the experience gained during this initial stage, but plans for such further advance will certainly be worked out as soon as full attainment of the present objectives is in sight. In the opinion of the Administering Authority it cannot be too strongly emphasized that, if primitive African peoples are to play their part willingly and confidently in political advancement towards the ideals of a free democracy, the first stages of the advance must be erected on the foundations of their own political conceptions and traditions, which must be modified and adapted to the new order by a steady process of education and guidance.

3. The Administering Authority is fully alive to the importance of the problems involved in bringing about a closer relationship between the various units of the Native administration and their eventual integration in the machinery of central Government, and close attention has been and is being given to the first essential steps in achieving these objectives. For the very reasons so clearly stated by the Mission, however, it is quite impracticable and would serve no good purpose to formulate definite plans at this stage for the "precise manner" in which these developments shall take place.

The fears felt by the Mission that the growth of Native Authorities and the development of federations may lead to tribal separation inimical to the unity necessary for political advancement are not shared by the Administering Authority, the Government of the Territory, responsible officers of the local administration, or the Native Authorities themselves. On the contrary the development of tribal federations and amalgamations is one of the most important and valuable steps in the process of bringing Native administrations into closer relationship with one another. Disconnected tribal units must be welded together before the different tribes can be brought into closer relationship and be more closely integrated with the central Government.

As regards the establishment of a full system of councils the position appears to call for a little clarification. In the same paragraph the Mission advocates the establishment of (a) district and provincial councils for the purpose of bringing together Africans and other communities for co-operation in matters of common concern and (b) a territorial council for Africans only, at the same time expressing the opinion in regard to (a) that district councils would not be necessary in areas, such as Sukumaland, where councils already exist on a geographical basis larger than a single district. The Administering Authority finds some difficulty in reconciling these expressions of opinion. For instance, if district councils of mixed racial membership are necessary the position would not be affected by the existence of such councils as that established in Sukumaland, which is entirely African in membership.

The Administering Authority agrees in principle with the establishment of provincial councils on which all sections of the community will be represented. Such a council is now being set up in the Lake Province and is to serve as a guide and to provide the necessary experience for similar action in other provinces. The aim is to establish councils of this nature in all provinces but the speed at which this can be done must necessarily be governed largely by local conditions. It is one thing to establish a council in a province which forms a comparatively compact geographical unit, with concentrations of population and reasonable communications, but quite a different matter to create and operate such a council in a large province with a sparse and widely scattered agricultural population.

Provincial councils will at first necessarily be largely consultative and advisory but the importance of expanding their executive and financial responsibilities is fully appreciated. This aspect of the matter has received careful consideration in connexion with the establishment of the council in the Lake Province and this council will, even in the initial stages, be invested with considerable responsibility in the preparation of estimates, allocation of funds and control of expenditure in relation to programmes of public works and provincial development plans and works, and in other matters. Field staff, other than those engaged on special research or experimental work, will come under the control of the council.

As regards proportionate representation on the council the number of African non-official members exceeds the combined number of Asian and European non-official members.

There does not at present appear to be any urgent need for the establishment of councils of mixed racial membership for geographical units smaller than provinces, even where councils such as that of Sukumaland are not in existence. The present urgent need is the development of representative African area and district councils. In the annual report for 1947 some account was given of the position in regard to the establishment of such councils and in the report for 1948 will be found details of the further progress made in this direction. These developments are a most important part of the programme of political advancement. Such advancement must begin in the field of local government, and a sound system of local government can only be organized in the first instance by the adaptation of tribal custom and tradition to meet modern needs. The first essential step is to secure popular representation in the tribal organization and until this is accomplished it is impracticable to provide for popular representation on such bodies as provincial councils.

The Mission suggests that ~~consideration~~ might be given to the creation of an African territorial council. As will be seen from pages 27 and 28 of the report this suggestion is taken from a document obtained from the Chagga Council which suggested the establishment of district and provincial councils and a territorial council. The district councils would be composed of representatives chosen by the Native Authorities, the provincial councils would be composed of members elected by the district councils and these provincial councils would in turn elect the members of the territorial council. As will be seen from pages 29 - 31 of the addendum to the report (document T/218/Add.1) the author of the document in question - described by him as a draft memorandum - suggests that district councils are already provided for under the existing system. There remains therefore the question of provincial councils and a territorial council. The suggestions made in this connexion will receive sympathetic consideration but it is clear that before the proposed councils could be regarded as suitable bodies on which to base a form of electoral representation - culminating in the election of members of the Legislative Council - their constitution would have to be on much more democratic lines than is suggested in the memorandum. There is also the question of deciding how provincial councils restricted to African **membership** would fit in with those of mixed racial membership.

4. As regards membership of the Legislative Council, an increase of direct African representation is visualized as a normal constitutional development. The difficulty at present is to find Africans who can participate usefully and effectively in the deliberations of the Council and who are at the same time truly representative of the masses of the people.

/The Mission

The Mission expresses its agreement with the view that the present African members of the Council - who were carefully selected, it must here be stated, as being from every point of view the best men available - are not truly representative of all the Africans of the Territory. The Mission then expresses the opinion that the problem of finding members "who will be truly representative and responsive to the needs and wishes of the people" would be solved by the introduction of an electoral system. Had the members of the Mission been able to see more of the Territory and to become better acquainted with the great diversity of people and conditions the Administering Authority feels confident that they would have appreciated the extreme difficulty at this stage of securing any representation of the masses of the people which would be effective, acceptable to them or understood by them. Any attempt at present to establish an electoral system for the appointment of African members to the Legislative Council would almost certainly result in the appointment of representatives of sectional interests, much less in touch with and responsive to the needs and wishes of the mass of the people than the present carefully chosen members. When popular representation in tribal councils is fully established, and from them a chain of representation through area, district and provincial councils can be built up, the election of direct representatives on the central legislature can be undertaken with some confidence that the views and wishes of the masses of the people have found their expression. That is the aim of present policy and in the opinion of the Administering Authority, this is the only basis on which sound political development can be assured.

The question of the official and working language of such bodies as the Legislative Council is one to which careful consideration has been given. The adoption of Kiswahili as a second language, as suggested by the Mission, would admittedly reduce to some extent the standard of education required of African members, but there are serious objections to this proposal. Although Kiswahili is the lingua franca of the Territory and has been adopted as the official vernacular for education and other purposes, it is still in process of development and the continual introduction of new words is necessary to make it an effective medium for the exchange of views on modern complicated matters. As used by the vast majority of Africans in the Territory it is still very limited in its scope. It is not the indigenous language of any tribe in Tanganyika except some of the peoples living along the coast. Its use as an official language in certain local government institutions and representative bodies is quite feasible, though even there its limitations

/are apparent.

are apparent. In the case of the Legislative Council there would not only be the inconvenience and delay of interpretation during debates but it would be necessary to provide precise official translations of laws and other complicated material into a language which is not sufficiently developed for the purpose and which would require such artificial manipulation as to make the result in many cases unintelligible to most readers. Another aspect of the matter which cannot be overlooked is that all progressive Africans in the Territory are anxious to acquire a knowledge of English. It is very doubtful whether they would regard with favour this extension of the use of Kiswahili as the official language; they would probably fear that such a step would result in a slackening of the effort to teach English in the schools.

5. The question of direct African representation on the Executive Council will be kept constantly under review. Apart from the problem of finding Africans qualified for such an important appointment, the frequency of meetings of the Council, which must necessarily be held in Dar-es-Salaam, presents a very real difficulty. There are at present two members specially responsible for safeguarding African interests, the Secretary for African Affairs and a non-official member, the Reverend Canon R. M. Gibbons of the Universities Mission to Central Africa.

6. African representation on special committees and boards is another matter which is kept under constant review. Apart from bodies of a local character, on some of which there is a preponderance of African members, Africans have been appointed to a number of central bodies including the Coffee Board, the Immigration Control Board, the Cinema Censorship Board, the Joint Civil Service Advisory Council, the Junior Service Appointments and Promotions Board, and the Museum Board of Trustees. Appointments to other bodies are under consideration. The Economic Control Board mentioned by the Mission no longer exists.

7. The Administering Authority notes the comments of the Mission in regard to the policy of appointing Africans to higher administrative posts as men with adequate qualifications become available. This long-established policy of the Administration will continue to be pursued to the full.

8. As the members of the Mission were informed during their visit to the Territory the process of securing a greater degree of uniformity in Native law is being pressed forward. This task, however, is one which cannot be unduly hurried or carried to extreme lengths at the present stage of development. Traditional tribal law is deep-rooted and in securing the many changes and modifications necessary to achieve

uniformity throughout the Territory there must be a willing acceptance by the people. In some of the more progressive areas a popular desire for uniformity of Native law as between different tribes or tribal units is already finding expression, and efforts are being made to bring it about. In the case of the Sukuma Federation the services of an anthropologist have been employed to assist in the necessary preliminary investigations. No attempt to bring about a comprehensive codification of Native law can yet be made. Apart from the difficulties presented by the existing variations, Native law is still undergoing modification to meet the needs of changing economic and social conditions. The first need is to build up a body of sound case law as the foundation on which to base any action which would have the effect of establishing a rigid legal code.

9. The Administering Authority has no comment to make on the Mission's observations in regard to the integration of educated Africans into the political and administrative life of the Territory beyond reaffirming that this is already the declared policy of the Administration. Considerable progress in this direction is now being made in many parts of the Territory in the expansion and development of the political structure of the Native Authorities. The Administering Authority agrees with the Mission in regarding it as important that educated Africans should receive their first training in political work in close touch with the people and in the affairs of the local community. Such experience will be invaluable in training them for the responsibilities of central government.

10. Steps have already been taken to implement the terms of the resolution adopted by the Trusteeship Council at the 19th meeting of its third session regarding the provision of information to the peoples of Trust Territories.

11. The Administering Authority is fully alive to the importance of the task of preparing the inhabitants of the Territory for self-government or independence and is satisfied that the matter is one to which full and proper attention is being paid by the local administration. The overwhelming majority of the indigenous inhabitants are not yet capable of understanding the meaning of full political responsibility and still less capable of assuming such responsibility and it must be expected that it will take them a considerable time to reach this stage. The measures now being taken for the political education of the people which will be pushed forward with vigour, are, however, regarded as fully meeting the need for the "formulation of appropriate measures for accelerating" political development. Speed of advancement can be accepted as a desirable objective only to the extent to which it is

consistent with development on firm and lasting foundations. It is for this reason that in considering any measures for the political education and advancement of the indigenous population the Administering Authority must be guided by the feelings and wishes of the mass of the people. It must further be recognized that political education without education in administration finance and commerce will not lead to capacity for government which is an essential prerequisite of any form of self-government **worthy of that name.** It is natural that the educated minority should be eager for a rapid advance towards self-government, but the Administering Authority, while sympathizing with and doing all in its power to provide scope for the legitimate political aspirations of this minority, must not lose sight of its responsibilities to the great majority of the population.

CHAPTER II

INTER-TERRITORIAL ORGANIZATION

A. INTRODUCTION

Since the Mission's report was written all the documents required to enable the Inter-Territorial Organization to be fully studied have been made available to the Trusteeship Council.

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

This section of the report contains a factual statement of various features of the Inter-Territorial Organization in East Africa which calls for no comment except on two points:

In regard to the East African Industrial Council (pages 46 and 47 of the report) it would more accurately represent the position if the first sentence of the first paragraph on page 47 were to read:

"It was explained that according to the Industrial Licensing Ordinance, No. 12 of 1948, except under licence granted by the Registrar, no one can manufacture for sale any article, or erect or otherwise establish, or operate, any factory for the manufacture or sale of any article which has been specified by the Governor on the advice of the Industrial Council and with the consent signified by resolution of the Legislative Council."

As is apparent from later passages in the Mission's report, the industrial licensing legislation does not aim at any general control of industry in East Africa; it applied solely to the manufacture of a limited range of articles which have been agreed by the Industrial Council and the three Legislative Councils require the degree of control and security provided for in the Ordinances for their effective and economic development in East Africa.

In regard to Makerere College the position is not quite accurately stated in the second paragraph on page 48 of the report.

Under the Third Schedule of the Order in Council, Makerere College is a matter with respect to which, by virtue of High Commission Notice No. 25 of 1948, the Assembly is empowered to pass laws (with effect from 1 August 1948); but the College is not included in either the First or the Second Schedule of the Order in Council, which deal with services to be administered by the High Commission, and the report is in error in stating that "it is intended that Makerere College should be brought within the scope of the High Commission at an early date". A bill was passed by the Assembly in January 1949, and became law as Act No. 2

of 1949 on 11 March 1949, making Makerere College fully autonomous. This is in accordance with the principle adopted in the development of institutions of higher education in British Territories oversea. It is maintained that they can only achieve the objects for which they have been founded if they can be assured from the outset the largest possible measure of autonomy and academic freedom.

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

Of the statements attributed to the Administering Authority two require correction.

Referring to a meeting with the Secretary of State (fourth paragraph on page 57) the report states that "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 Colony. Great moral pressure had to be exerted to change this attitude".

The Secretary of State has already stated that the members of the Mission must have misheard or misunderstood him. There were at one time expressions of opinion, mainly by Africans who had served or were serving with the forces, opposing trusteeship status for Tanganyika, but the Administering Authority has always been aware that, apart from this, the more politically-minded among the African inhabitants, while declaring their wish to remain under British administration, have expressed opposition to any suggestion that Tanganyika should become a colony.

At page 58 the report states that "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". Here again the members of the Mission must have misheard or misunderstood the Secretary of State.

In so far as additions to the services to be administered by the High Commission are concerned, or additions to the matters with respect to which the Assembly may pass laws, the Secretary of State is correctly reported as having said that "substantial opposition on the part of the unofficial members of any of the three Legislative Councils to a motion for the extension of the list will be a bar to proceeding further in the matter until it has received further consideration and there has been further opportunity for debate". He is also correctly reported as having said "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 a political union."

/But in regard

But in regard to changes in the present system of Inter-Territorial Organization, the position is that parts III and IV of the Order in Council, which deal with the Assembly and with legislation and legislative procedure, are to continue in operation for four years only, that is, to a date not later than 31 December, 1951, and that, in the words of Colonial No. 210: "If the Assembly were continued thereafter, the form which it would take, as well as the functions with which it should then be entrusted, would be reviewed de novo before the expiration of that period".

When this review has been completed, proposals will be made for consideration and it is the intention of the Administering Authority that the indigenous population of Tanganyika should be consulted on them. There will, therefore, be consultation with the African inhabitants of the Territory and the decision reached will be taken with knowledge of the views expressed. But it is not possible to give any undertaking, and the Secretary of State gave no such undertaking at his meeting with the members of the Mission, that the decision to be taken on those proposals when framed will depend upon obtaining the consent thereto of the African inhabitants of the Territory, of whom the overwhelming majority are as yet incapable of forming any informed opinion on the questions in issue.

In paragraphs 2 and 3 of this section of the report the Mission records certain expressions of African opinion and the views of the Indian Association on the Inter-Territorial Organization. The main issues are set out in paragraph 4 of the Mission's observations and conclusions and can conveniently be dealt with in comments on those observations and conclusions.

Both in this section of the report and in Annex 2 the Mission refers to the fact that the African members of the Legislative Council abstained from voting on the motion for the acceptance of Colonial 210. The reason given is that these members had had insufficient time to consult representative African opinion "as the Kiswahili text ... had been given to them only two days before it had been voted upon". In fact, however, the English version of Colonial 210 had immediately on its receipt been given widespread and intensive publicity, and it had been discussed at a joint meeting of African Associations some days before the meeting of the Legislative Council. In view of this, and of the fact that publicity had been given to Colonial 191 for more than a year, there appeared to be nothing to be gained by postponing the discussion of Colonial 210 in the Legislative Council. The African members of the Council are English speaking, able and accustomed to debate in that language, and they have no need of a vernacular version of such a document in order to be able to discuss it with their people. The value of vernacular translations of

/important

important papers for general information purposes is fully appreciated but the weakness of the argument of the African members of Council on this occasion is perhaps best evidenced by the fact that when copies of the Kiswahili text of Colonial 210 were supplied to the African Association they were returned with the request that copies of the English text should be supplied.

Such statements as those contained in the petition of the African Association and quoted by the Mission at page 59 of the report can only be described as gross exaggerations. No more than a very small minority of the African population has sufficient understanding of the nature of the present inter-territorial organization to be able to express any opinion on the subject. The vast majority, even of those who have heard of the recent developments, are completely uninterested or indifferent. What the petitioners meant by their statement that "it is a well-known fact that the inhabitants are given to understand that there is a potential amalgamation of these three Territories" is not clear. The African Association itself may have endeavoured to give the population so to understand, or may even fear there is a danger of the present organization leading to territorial amalgamation, but what is a "well-known fact" is that it has been made abundantly clear to the inhabitants of the Territory that no steps are contemplated which would have the effect of extinguishing Tanganyika's present status as a Trust Territory.

The reasoning of the African Association quoted in the second part of paragraph 1 on page 61 of the report affords further evidence, if such is necessary, of the lack of understanding of the position by even the more intelligent sections of the African population. There is for instance not the slightest foundation for a belief that the Central Legislative Assembly can be concerned with the apportionment of land.

As a point of some interest it may be remarked that although the discussions at Tabora, to which the Mission refers at page 62, are given very little space in the report, compared with some other lengthy comments and quotations, the Africans whom the Mission met on this occasion were a particularly representative and responsible body. In stating that they did not fully understand all the details and implications of the present Inter-Territorial Organization they genuinely expressed the thoughts of the majority of thinking Africans. In their opposition to political union with Kenya they share the view commonly held and expressed, but at the same time some of those who joined the discussion were quite prepared to accept a degree of economic union and did not limit their agreement to amalgamation of the research services.

D. OBSERVATIONS AND CONCLUSIONS

1. The Administering Authority fully agrees with the Mission's view that the Inter-Territorial Organization is short of a complete political union, but is unable to agree that the organization would be a political union if it possessed full powers of legislation and administration over any or all of the common services. In the view of the Administering Authority, a state of political union does not and cannot arise unless each and all of the Territories affected become merged in a new political entity covering the region. The Inter-Territorial Organization in East Africa possesses no such feature and carries no such implication. The objective in setting up the Inter-Territorial Organization in East Africa is to provide a constitutional framework for the operation of certain services of common interest to the three Territories, Kenya, Tanganyika and Uganda, and it is specifically stated in paragraphs 9 and 10 of Colonial 191, which were unaffected by Colonial 210, that the proposals made involved neither political closer union nor the fusion of the East African Governments, that political federation or fusion in any of the various forms which had been discussed during the last twenty years was not practical politics under existing conditions, that the scheme put forward therefore left the administration of the Territories in the hands of the three Governments and that the Territories would retain their existing constitutions. Tanganyika has preserved intact its fiscal independence as well as its separate political and administrative entity.

2. (a) Scientific and educational services

The Administering Authority is glad to note the Mission's opinion of the advantages to be gained by an inter-territorial administration of these services and, of course, fully subscribes to the view that the organization of such inter-territorial services as those mentioned by the Mission will not, and indeed cannot, affect the status and identity of Tanganyika as a Trust Territory. The autonomous position of Makerere College has already been explained. The fact that Makerere College is "an inter-territorial institution of higher learning" does not in any way prejudice the right of the Government of Tanganyika to establish institutions of this nature in the Territory at a future date.

(b) Customs and Excise Department

Reference is here made to observations contained in the report of the Central Development Committee published in 1940 about the effects upon Tanganyika of the operation of the customs agreements with Kenya and Uganda. A passage in the report of that Committee regarding the conclusion that "economic union cannot go hand in hand with political and administrative separation" is also quoted on pages 58 and 67.

/The soundness

The soundness of the policy, which has been followed for more than a quarter of a century, of looking upon the contiguous Territories of Kenya, Tanganyika and Uganda as one economic unit has never been seriously questioned. The Central Development Committee itself did not recommend that those agreements should be terminated or even that they should be reviewed. What the Committee pressed for, having drawn attention to this and other factors (such as political uncertainty) which were at that time impeding development in Tanganyika, was that His Majesty's Government should make a statement of their policy in this matter. That statement of policy has now been made. It is contained in the proposals put forward in Colonial 191, revised in Colonial 210, and brought into effect by the Order in Council of 19 December 1947. The inter-territorial organization so established provides for the administration of services common to the East African Territories and for the constitution of an East Africa Central Legislative Assembly in which matters affecting those services can be discussed and legislation enacted on an East African basis on subjects related to those services, but excluding rates of customs and excise duties and of income tax and allowances.

Furthermore, by the amalgamation of the Railways and Harbours Services in East Africa the obstacle to Tanganyika's development to which the Central Development Committee drew particular attention has been removed. At the time when that Committee was sitting, the finances of the Railways and Ports Services were a constant source of anxiety to the Tanganyika Government. This is evident from table D on page 170 of the report of the Committee. The Committee pointed out that the taxpayers of Tanganyika were under an obligation to maintain the solvency of a transportation system which could be assured if it carried Tanganyika produce and consequential imports but which at that time saw a large part of the available Tanganyika traffic carried over another system. In addition to the fact that there were deficits on the operation of the Railways and Ports Services from 1933 to 1935 and again in 1938, no proper provision was being made by those Services for the renewal of wasting assets and the Territory was allocating £50,000 per annum to build up a reserve on which those services could draw for essential renewals. There were no reserves for betterment or rate stabilization purposes.

As a result of the amalgamation of the railway systems, Tanganyika revenues are now relieved from any obligation to maintain the solvency of the transportation system in Tanganyika (except in the case of new branch line guarantees), and, in addition to this, the finance required for new railway construction will be found from sources other than those of the Tanganyika Government.

/The effect of setting up

The effect of setting up the Inter-Territorial Organization has been to improve the method by which services common to the three East African Territories are administered and controlled and, in so far as these services are economic services, the benefits derived from "economic union" are strengthened. Economic union is by no means complete; many aspects of economic policy remain a responsibility of the separate Governments. Among these may be mentioned labour, lands and mines, agricultural production, and all matters affecting taxation. But, to the extent that economic union has been accepted as the policy best calculated to promote the interests of East Africa as a whole and of each constituent element in it, the Inter-Territorial Organization provides a constitutional framework for giving effect to that policy.

(c) Railways and ports; posts and telegraphs

Three questions are raised in this paragraph.

(1) Whether the Tanganyika Government and Legislative Council have any power at all to improve or extend communications services

The Mission had to report before the publication of draft legislation which is now in course of preparation designed to cover transport questions in a comprehensive way. This legislation, if accepted in the form in which it is drafted, will include provision, in accordance with principles which have been in operation on the Kenya and Uganda railways system for many years, under which any East African Government may improve or extend its communications on the understanding that, if the transport authorities do not consider that a branch railway line (or other extension) should be built in the general interests of the railways as an independent undertaking, the Government concerned should guarantee the railway against loss.

It is realized that a Government may have its own excellent reasons for building a new line and may gain substantial advantages from its construction; and that, therefore, a Government should have the right to insist on a particular line being built. But in such cases the question of a guarantee to the railway by the Government in respect of losses may legitimately arise.

(2) Whether the amalgamation of such services would be of greater advantage to Kenya than to Tanganyika

No useful purpose is likely to be served by trying to ascertain whether the amalgamation of such services would be of greater advantage to Kenya or Uganda than to Tanganyika. There are too many unknown factors. The gains to Tanganyika are a larger pool of experts to draw on, a common tariff at a lower level than the existing tariff, abolition of the break of taper, immediate financial provision for replacement of assets, and immediate

financing of the new railways from sources other than those of the Government of the Territory.

Diversion to Kenya ports is most unlikely and in any case the inhabitants of the Territory will have a free choice. If necessary, as noted on page 43 of the report, the Tanganyika Government is free to pass legislation directing the ports to be used, though it cannot at this stage be assumed that it would be in the interests of the inhabitants to do so, especially of those in the Northern Province of Tanganyika and the Lake Victoria Basin.

(3) Whether such services should be purely commercial, that is, profit-making services

The East African Railways and Harbours are not, and, if the proposed legislation is enacted, will not be, a profit-making organization. All profits will be returned to the users in one form or another. This statement of policy is contained in paragraph 27 (5) of Colonial No. 210.

The position in relation to the Posts and Telegraphs Department is different. No assessment of the complete financial position of this service, working as a self-contained service, has yet been made. The Department's financial situation after conversion cannot be foreseen even to the extent of assuming that its early operating accounts will show a profit as distinct from a loss. Some years' experience of the operation of the Department on a self-contained basis will be necessary before the financial effect of its operations can be gauged with accuracy; but if it is ultimately found that, after meeting the expenditure of the Department and placing contributions to the reserve fund and the betterment fund, the operations of the Department should result in a profit, consideration will be given to the reduction of rates for the services performed by the Department or to the payment of contributions by the Department to the several Governments.

(d) Industrial and financial services

Information on the basic instruments of the High Commission, its services and its advisory and consultative bodies is contained in Trusteeship Council document T/AC.14/15 of 3 March 1949, and in documents referred to in section C of T/263 of 1 March 1949. This information was supplemented by the special representative who appeared before the Trusteeship Council on 8, 9 and 10 March.

3. Information regarding the establishment employed in the common services administered by the High Commission is contained in the estimates of High Commission services which were distributed to the members of the Committee on Administrative Unions under cover of Paper T/AC.14/12/Add.2 of 14 March.

/With reference

With reference to the financial operations of the Railways and Harbours Administration, annual and supplementary estimates of the Tanganyika Railway and Ports Services have for many years past been submitted to the Legislative Council separately from the territorial estimates and, since 1940, any excess of revenue over expenditure has been used exclusively for railways and ports purposes. Inter-territorial administration of railways and harbours services does not, therefore, in any way adversely affect the flexibility of the Tanganyika budget. In fact, as stated in the comments in paragraph 2 (1) above, as a result of the amalgamation of the railway systems, Tanganyika revenues are now relieved from any obligation to maintain the solvency of the transportation system in Tanganyika (except in the case of new branch line guarantees) and, in addition to this, the finance required for new railway construction will be found from sources other than those of the Tanganyika Government.

There is no foundation for the fear that the setting up of the Inter-Territorial Organization will lead to the Tanganyika Government becoming a merely provincial government and the Tanganyika Legislative Council a merely provincial council. The Tanganyika Government continues to be responsible for the administration of the Territory; it retains its entity; the Governor is the King's representative in the Territory; the Governor corresponds direct with the Secretary of State; the Territory retains its existing constitution and the Government continues to be responsible for the basic services of administration and police; health and education; agriculture, animal health and forestry; lands and mines; labour, housing and public works; in addition to other services which it is not necessary to mention here.

4. As is made clear in the report the only evidence on which the members of the Mission were able to assess the feelings of the indigenous inhabitants on the subject of the Inter-Territorial Organization was their discussion with a few of the more articulate sections of the population. Had they been able to widen the scope of these discussions they would have been in a much better position to reach a true appreciation of the position. In the circumstances the opinion reached by the Mission is understandable, but the Administering Authority cannot accept the implication that there is "unanimous opposition" or "acute apprehension" among the people generally throughout the Territory. Such apprehensions as have been expressed by the very small articulate minority are without foundation while, as has already been stated, the vast majority of the people not only have no such apprehensions but are unable to comprehend the nature or the significance of the Organization.

Comments on the reasons for opposition to the Organization as summarized by the Mission are:

(a) There is no question of the Organization being dominated by any section of the community in Kenya, any more than by any section of the community in either of the other two countries concerned. The fact that the headquarters of the High Commission and of most of the High Commission services are located in Nairobi does not imply that Kenya exercises any influence over the operation of the High Commission or its Services which is not shared in equal degree by Tanganyika or Uganda.

(b) Nothing in the Inter-Territorial Organization in any way affects the status of Tanganyika as a separate political entity.

(c) The Organization has been set up in an attempt to solve the problem of the administration of existing departments and services, or those projected for the immediate future, which are in fact and indeed by their nature inter-territorial. The essential economic unity of the three Territories, Kenya, Tanganyika and Uganda, has been recognized as a factor in the framing of economic policy for the area as a whole ever since the Mandate for Tanganyika was entrusted to His Majesty. It was in the administration of common services built up on the basis of this policy and in the joint consideration of common problems that the need was felt, accentuated by the experience of the war years, for the establishment of a constitutional and juridical framework for the inter-territorial services, including a joint legislature.

In establishing this framework, the interests of each of the three Territories have been dealt with on identical lines.

The Governor of each Territory is a member of the High Commission. The Governor of Kenya is standing Chairman of the High Commission and empowered to carry out its functions when the High Commission is not in conference. This is a necessary provision as the headquarters of the High Commission are located in Nairobi, but the powers and interests of the Governor of Tanganyika are not affected by it: the Governor of Kenya reports to the other members of the High Commission without delay all acts done by him on behalf of the High Commission, other than those acts which are agreed by the High Commission to be acts of a minor administrative nature which need not be so reported; and the High Commission may by agreement decide the matters which shall not be dealt with by the Chairman without prior reference to the other members of the High Commission.

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The territorial membership of the Assembly is identical in numbers and in character for each Territory, and this is true also of the composition of inter-territorial advisory and consultative bodies.

The administration of the High Commission services is carried out by officers of those services appointed on an inter-territorial and not on a territorial basis.

The aim throughout is so to administer the services and so to consider common problems in the Assembly and in the advisory and consultative bodies which are set upon an inter-territorial basis as to promote the best interests of East Africa as a whole, and in all discussions on these matters the interests of Tanganyika are represented in every way as fully as those of Kenya or of Uganda.

(d) It has been stressed that the problem with which the Organization has been called upon to deal is the administration of inter-territorial departments and services in East Africa and that the steps taken to this end involve neither political closer union nor the fusion of the East African Governments. The Government of Tanganyika retains its pre-existing constitution and remains responsible for the administration of the Territory as a political entity.

The services which have been selected for administration on an inter-territorial basis are services which can be more advantageously and more effectively administered on that basis, and the list has been approved by each of the three territorial Legislative Councils. It will not be extended without the clearest expression of approval in each instance in each of those Legislative Councils.

(e) The operation of the Inter-Territorial Organization does not, and will not, prejudice the determination of the ultimate status of Tanganyika. When the time comes for the question of Tanganyika's self-government or independence to be considered, a review of arrangements entered into with neighbouring Territories for the administration of common services will obviously be required, but the fact that such common services are operating over the region will not affect the Territory's status as an independent political entity or the determination of what its ultimate status should be.

It is stated on page 70 of the report, as an observation of the Administering Authority (paragraph (c)), that "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." This statement as reported goes beyond

/the intention

the intention as expressed in Colonial 210 and incorporated in the Order in Council. The limitation to a period of four years applies solely to parts III and IV of the Order in Council - The Assembly and legislation and legislative procedure. Paragraph 3 of Colonial 210, which states that "In the first instance the Central Assembly would be established for a limited period of four years", does not apply a similar limitation to the life of the other parts of the Inter-Territorial Organization or to those parts of the proposals which refer, for instance, to departmental reorganization. A revised constitution for the Assembly, or revised functions, or other methods of control and possibly also of administration, may be found preferable and feasible at the end of the experimental period to which the life of the present Assembly is limited, but it should be emphasized that the problem for consideration in 1951 will be the same problem as that which the present Inter-Territorial Organization has been designed to solve, namely, how best can the common services be administered, and how best can a forum be provided for the public discussion of common subjects.

CHAPTER III

ECONOMIC ADVANCEMENT

A. AGRICULTURE

The factual information embodied in this part of the Mission's report is of value as presenting a fair picture of the Territory's wide range of agricultural activities and of the nature and extent of the measures being taken to deal with its varied and complex agricultural problems. The Administering Authority, therefore, has no comments to make on this section of the report except on one or two points.

Although soil erosion is one of the major problems facing the Administration, conditions in general are not as serious as might appear from the Mission's brief summary of the position given in the second paragraph on page 71. It is only in certain districts of the inhabited area of the Territory that erosion has yet reached dangerous proportions.

In dealing with the cotton industry the Mission quotes a statement to the effect that but for "the necessity of maintaining the Agricultural Development Fund" it would be possible to pay the producer fifty cents a pound for his cotton. The source of this information is not indicated but the figure quoted is too high. A more accurate figure would be forty cents. As regards the "necessity" for the Agricultural Development Fund, which, as the Mission mentioned, is devoted to projects intended to benefit African agriculture and social services, its maintenance in present circumstances is highly desirable, both because of the urgent need for funds for development purposes and also for use, if the need arises, as a price stabilization fund. The necessity for its continuance, however, is a matter which is kept constantly under review. In this connexion the Mission speaks of the cultivation of cotton as being under Government control. In point of fact control is exercised over the marketing of cotton rather than over the cultivation.

B. LANDS

In regard to the Mission's comments on European colonization, the extent to which land shortage in certain areas has been aggravated by excessive alienation was indicated in the annual report for 1947. Such statements as that made by the African Association and quoted by the Mission on page 82 of its report can only be described as gross and misleading exaggerations. In vast areas of the Territory there is either no European settlement at all or it is on such a limited scale as to have had no effect on the position in regard to availability of land for the use of the indigenous population. Even in those areas where European settlement on

/a comparatively

a comparatively large scale has taken place the complete reversion to tribal use of all alienated lands would provide only a palliative. The real solution of the problem for such tribes as the Chagga, for example, lies in the opening up of new and at present undeveloped land.

In their comments the Mission state that, of a total of 6,334,000 acres under cultivation by indigenous and non-indigenous inhabitants, 1,846,278 acres have been alienated and are thus under non-indigenous cultivation, leaving 4,487,722 acres under indigenous cultivation. It should, however, be clearly understood that while the former figure is the total area available for cultivation to non-indigenous farmers and settlers, the latter figure is an estimate of the actual area under crops planted by indigenous cultivators in 1948 and represents only a fraction of the area available for indigenous cultivation. A clearer picture of the actual position will be derived from the following figures. Out of the total land area of the Territory amounting to about 220,000,000 acres, some 97,000,000 acres consist of forest reserves, urban and mining areas and other land not suitable or not available for agriculture, leaving 123,000,000 acres available for agriculture. Much of this potentially agricultural land is tsetse infested or waterless and must await reclamation when the need and opportunity arises, as by the operations of the groundnut scheme. From the balance it is estimated that some 40,000,000 acres are used annually by the indigenous population for cattle pasture. Under the traditional indigenous system of agriculture the African cultivators break new ground each year for the cultivation of all annual crops, such as grains, sweet potatoes, oil seeds, etc., so that in 1949 the greater part of the 4,487,722 acres under Native crops will have reverted to pasture land while a corresponding area will have been taken for crops from the 1948 pasture land. It will thus be seen that the area of cultivable land available to the indigenous inhabitants is many times greater than the area of about 4,500,000 acres which may be expected to be under crops in any one year, and it is only in certain very limited areas that there is any shortage of land.

The more important points raised by the Mission in this section of the report will be dealt with in comments on the observations and conclusions recorded at the end of this chapter or, in certain cases where reference is made to petitions, in commenting on the petitions in question. The factual information given by the Mission appears to call for no particular comment.

The Mission has here (page 86) given prominence to certain statements by the African Association which would not bear the light of close investigation. The procedure laid down for considering applications for rights of occupancy

non-Africans is strictly observed and affords full protection to indigenous rights and interest in the land. It is worthy of notice that only one instance is recorded of any complaints in this connexion being made by Native Authorities. This instance, a statement contained in a memorandum by the Sukumaland chiefs, which they particularly stressed was not to be regarded as a petition, appears to be of a hypothetical nature only, since no land is alienated for non-African settlement in Sukumaland.

C. MINES

Much of this section of the Mission's report deals with information obtained from reports or other official sources and calls for no comment. The question with which the Mission was chiefly concerned - the revenue accruing to the Territory from mining activities - will be dealt with in connexion with the Mission's observations and conclusions. One or two small points only call for comment here.

On page 93 the Mission refers to the agreement between the Tanganyika diamond producers and the Diamond Corporation as limiting the territorial sales to ten per cent of the total world sales. So to describe the effect of the agreement may give quite a wrong impression. To have secured to the Territory a tenth of the total world sales - for a period of five years was an achievement of considerable value and obtained only after prolonged negotiations. It remains to be seen whether during the period of the agreement production can be so increased as to enable the Territory to take full advantage of the terms of the agreement.

On page 95 the Mission refers to "complaints" that "Native treasuries received no share of the proceeds from mines exploited on lands formerly belonging to them". These complaints raised no new issue. Suggestions that Native treasuries should receive direct contributions from mining and other activities carried out in their areas have been made from time to time. The position has been made perfectly clear and is well understood. Indeed at the meeting with the Sukumaland chiefs, the only "complainants" who could be said to have a direct interest in this matter, the chiefs admitted that they were fully aware of the Government's policy. The Administering Authority and the Government of the Territory are equally concerned to ensure that an adequate proportion of the profits from mining operations accrues to general revenue for the general benefit of the Territory. It cannot be accepted, as a principle, that such revenue should be devoted to the particular benefit of the area in which the minerals happen to be found. It should be available to the central Government for the benefit of the Territory as a whole. If the exploitation of such minerals results in any disadvantages to the local population, by

/disturbance

disturbance or by the loss of agricultural and other rights, due compensation is paid. Perhaps fortunately from this point of view most of the mineral wealth of the Territory so far being exploited lies in parts of the Territory difficult of access and sparsely inhabited. In the case of the diamond mines the statement said to have been made by one of the Sukuma chiefs is untrue. No Africans are "driven away" from mining areas and if any are required to move they are properly compensated. As a point of interest in this connexion the members of the Mission who visited the Williamson diamond mine will doubtless recall the particularly sterile nature of the area in which the mine is situated. The African Association of Arusha, whose comments are referred to at page 95, has no direct interest in this question of payment to Native treasuries of a "share of the proceeds from mines exploited on lands formerly belonging to them" since there are no mining operations in that part of the Territory.

D. TRADE AND FINANCE

The major issues raised in this section of the report are covered in the Mission's observations ~~and conclusions~~ and can conveniently be commented upon in connexion therewith.

One or two details of factual information call for comment.

In discussing Native house and poll tax the Mission refers to systems of "taxation" adopted by the Chagga and Mbulu. These systems, and those adopted in certain other districts, are local rating systems, the revenue from which accrues to the Native treasuries and not to the general revenue of the Territory. It is not accepted that there is a "great deal of misunderstanding of this question" on the part of the Native Authorities. The introduction of graduated systems, either in direct taxation or in local rating, has been found difficult owing to prejudices, and perhaps some lack of understanding, on the part of the people. The group of chiefs of the Sukuma Federation quoted by the Mission as an example are among the more advanced chiefs of the Territory. They have no misunderstand on the subject of taxation but they would very much like to return to the former position when chiefs were exempted from the payment of taxes. It is a question of prestige and they still regret the passing of the days when the chief was an autocrat who collected tribute from his people but did not pay it. The Mission will doubtless recall the address on the subject delivered by one of their members to the chiefs on this occasion.

Brief summaries of the total expenditure on agriculture, education and medical services will be given in the annual report for 1948 and future years.

/In regard

In regard to the special sales agreements for certain produce mentioned by the Mission, that in respect of sisal has expired and, as stated earlier in the report (at page 77), the production, sale and export of sisal were freed from control as from 1 January 1949.

As regards the Mission's reference to the inter-territorial aspect of economic control (page 101) the "basic instruments" in question have since been made available and the Trusteeship Council has had the opportunity of questioning a "special representative" in the person of the Administrator of the East Africa High Commission.

E. OBSERVATIONS AND CONCLUSIONS

1. Agriculture

The Administering Authority is keenly alive to the problems and dangers created by the primitive nature of African agriculture and animal husbandry in many parts of the Territory and the consequent soil deterioration and erosion. As already stated, however, it is only in certain areas the erosion has reached dangerous proportions. In these areas active steps are being taken to remedy the position by the introduction of improved methods of cultivation, the provision of new or improved water supplies, reforestation and, where necessary, by a redistribution of population and stock. A senior officer of the Agricultural Department recently spent a year in the United States of America studying anti-erosion and soil conservation measures. A soil conservation and anti-erosion service is being built up with the assistance of a grant of £110,000 under the Colonial Development and Welfare Act and will be expanded as experience in local techniques is gained and more men and materials become available. As result of many years of intensive research, much of it conducted in Tanganyika, control of the tsetse-fly by entomological methods is already possible in limited areas, and experiments with the newly-discovered drug "antricyde" are being carried out in the hope that some method may be found by which it will be possible for cattle to graze in tsetse-infested areas and so afford a measure of relief to some of the present over-grazed fly-free areas. It is too early yet to give any indication of the results of these experiments. The Natural Resources Ordinance passed during 1948 and which came into operation on 1 January 1949, gives the Government of the Territory ample powers to control both indigenous and non-indigenous farming practices with a view to ensuring the maintenance of soil fertility, the conservation of forests and water supplies, and the prevention of erosion.

Throughout the Territory the indigenous population is being continuously instructed in improved methods of agriculture. Much of this instruction is given by trained African Agricultural instructors, under the supervision
/of European officers,

of European officers, and provision is made in the development programme for a very large increase in the number of these instructors. At the same time it is fully appreciated that with present methods of individual cultivation the standard of living of the peasantry cannot be substantially raised and it is therefore hoped gradually to develop mechanical cultivation on a co-operative basis.

The Administering Authority fully recognizes the desirability of more rapid progress in measures for raising the standard of living of the indigenous agricultural population. One of the main factors limiting progress at the present time is the shortage of professionally and technically trained officers. It must be remembered that the normal university courses were practically suspended during the war and it is only now that the universities are beginning to turn out qualified scientists in any appreciable numbers. These numbers will steadily increase from now onwards and it is hoped that the very large number of vacancies still existing in the agricultural, veterinary and other professional departments of the Trust Territories, Colonies and Protectorates will be filled during the course of the next two or three years.

As already indicated, the Administering Authority does not accept the statement that during the period of the mandate the Territory was on a "care and maintenance basis". Although development was inevitably held up by uncertainty as to the future of the Territory and the revenues of the Government were consequently limited, very substantial progress was made in the field of Native administration and in the development of social services during the years from 1920 to 1939.

The value of scientific advice, based on intensive local study, in carrying out agricultural, reclamation and similar schemes is fully appreciated and every advantage is taken of opportunities of obtaining such advice. For example, an expert investigation is now being conducted by a specially selected scientist on systems of shifting cultivation, and an expert mission is about to study the effect of the mechanization of agriculture on African society. Further, plans are under consideration for the formation of an inter-territorial social research organization, working in association with Makerere College, to make an intensive study of many aspects of the problems resulting from the impact of modern ideas and rapid economic development on African social life. In Tanganyika use is made of the services of an experienced practical anthropologist in dealing with many local problems and it is proposed to recruit other trained anthropologists.

2. Lands

The policy governing the alienation of agricultural land to non-indigenous persons was laid down early in 1946 by the then Secretary of State who, in a despatch addressed to the Governor of Tanganyika (quoted by the Mission at pages 83 and 84), made this statement - "the needs of the African inhabitants of Tanganyika must have priority and land should not be allocated to non-Native settlement, whether from 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". This statement of policy, which was indeed no more than a reiteration of the policy which had hitherto governed the alienation of land in the Territory was accepted by the Government of Tanganyika. It was publicly announced by the Governor in the Legislative Council and his speech was published in the official Gazette.

It is in the light of this policy that alienations of land have subsequently been approved and settlement schemes have been considered. On the general principle of allocating land to non-indigenous persons one point must be made clear. One of the primary objectives at which the Administering Authority must aim in the administration of its trusteeships is the building up of the wealth of the Territory and the revenues of its Government. Without a substantial increase in these revenues the much needed expansion of educational, medical and other social services cannot be undertaken. Some expansion is now being provided at the expense of the British taxpayer through the Colonial Development and Welfare Act, but this system of external subvention cannot be continued indefinitely. It is essential that the Territory should be able to meet the cost of its social and other services from its own revenues and be economically independent, for without economic independence there can be no political independence.

Non-indigenous agriculture has hitherto made a most important, and indeed essential, contribution to the wealth and productive capacity of the Territory and therefore directly and indirectly to its revenues. In the opinion of the Administering Authority it must continue to do so for many years to come. Not only is it true that certain of the most valuable export crops, such as sisal and tea, can at present be successfully cultivated only under experienced non-African management, but it is an indisputable fact that, speaking generally, the productive capacity of the African peasant is at present far greater when in paid employment than when left to cultivate for himself as an individual peasant farmer. The experiments in systems of mechanical cultivation now being carried out in

/the Territory

the Territory will, it is hoped, pave the way to a revolution in indigenous agricultural methods and in due time to co-operative farming on a large scale with a greatly increased standard of productivity. It will, however, take some years to train the mass of indigenous cultivators in these new methods of farming and to convert their age-old systems of individual peasant cultivation to large-scale co-operative farming without causing serious disruption of their traditional tribal structures. In the meantime, therefore, non-indigenous agricultural production must be maintained and expanded as far as this can be done without prejudice to the land requirements of the indigenous population.

Because of these vital considerations it is not possible at present to consider the suggestions made that all alienated land in certain districts, including alienated land other than ex-enemy estates, should be made available for African occupation. It is the policy of the Administering Authority that non-enemy settlers and farmers should not be disturbed in their possession of their present holdings, unless in the most exceptional circumstances. Further, in order to disturb the economy of the Territory as little as possible, it was decided to reallocate some of the former German estates.

The only areas in which it was clear that a proportion of such estates should be made available for African occupation to alleviate, if only partially and temporarily, a land shortage for the local population were the Moshi and Arusha districts. A Commission was appointed to make a full inquiry into the position and to submit recommendations regarding the disposal of ex-German estates in these districts. The report of this Commission, to which the Visiting Mission made reference at pages 87 and 88 of its report, has received very careful consideration and, with certain small modifications, it is proposed to put the Commission's recommendations into effect. Briefly summarized, the proposals, now being discussed with the people, are these. The following areas of alienated land are to be made available for African occupation:

- (a) Ex-German estates..... 13,359 acres
- (b) Other estates..... 7,591 acres
- (c) From mission lands..... 1,918 acres

Of these lands, 16,277 acres are to be made available at once and the balance of 5,591 acres when the existing sisal plantations become exhausted, i.e. when the existing sisal plants cease to yield an economic crop.

Of the balance of ex-German estates, 31,800 acres in the semi-arid area to the north and northwest of Mount Kilimanjaro, which is not suitable

/for occupation

for occupation by an agricultural tribe such as the Chagga and lies well outside the populated part of the district, is to be set aside for large-scale ranching and to be held available for realienation. 6,540 acres of other ex-German estates are to be realienated for the following reasons and purposes:

(a) 4,258 acres consist of highly developed coffee and mixed farming estates, elaborately equipped with costly houses, factories and plant (including in some cases electric turbines) which make a valuable contribution to the Territory's economy and which it is important to maintain in full production. If handed over for African occupation now, these estates would be cut up among individual tribesmen as "vihamba" (homesteads). The estates in question include some of the most productive sisal and coffee plantations in Tanganyika, run on European commercial lines, and their transfer to tribal occupation in the present stage of development of African agricultural practice and technique would inevitably lead to the loss of the advantages of large-scale production methods, a decrease in output and a drop in exports, with consequent adverse repercussions on the Territory's financial position.

(b) 220 acres are required for the lay-out of a residential area in the vicinity of Arusha township.

(c) The remaining 2,062 acres are either wholly or almost entirely surrounded by land already alienated and it is considered undesirable to create small enclaves of African-occupied land in the middle of alienated areas. Apart from the administrative problems which would arise from the practical segregation of part of the tribe from the main tribal lands and the Native Authority, the differing methods of farming and stock management at present practised by indigenous and non-indigenous land-holders would render it exceedingly difficult to adopt and enforce uniform measures of control of plant and animal disease.

As has already been stated, the handing over to African occupation of the areas which it has been decided should not be realienated will not solve the problem of land shortage in the Kilimanjaro area. The long-term solution of the problem lies in the opening up of new lands and it is therefore proposed that 155,000 acres of land, lying immediately below the present area of tribal occupation on the lower slopes of Mount Kilimanjaro, should be provided with water supplies and developed for tribal expansion. Work is to be started at once on such portions of this area as are likely to be required for occupation in the near future.

/The cost

The cost of developing new land for African occupation will be borne by the Tanganyika Government. In the case of the alienated land to be made available for African occupation, the cost of acquiring the estates will be borne by the Government, but the Native treasury or the individual occupiers concerned will be expected to reimburse the Government for such unexhausted improvements as can and should be beneficially used after transfer to African occupation.

As regards the opinions expressed by the Mission in sub-paragraph 4 of their observations and conclusions on land matters, the Administering Authority makes the following comments:

(a) A Committee recently appointed by the Tanganyika Government to advise on the reallocation of mission lands in the Arusha and Moshi districts has recommended that as long as the missions continue to provide educational and medical services for the African population, which would otherwise have to be maintained at much greater cost by the Government, they should be permitted to retain land for revenue earning purposes, provided that such land is properly and beneficially utilized, in addition to the land actually required for churches, schools, hospitals, etc. This recommendation was supported by the Tanganyika Government and has been accepted in principle by the Administering Authority. It has been agreed in principle that land owned by the missions but not in beneficial use or occupation by them, should be made available for African occupation when required for this purpose, on payment of fair compensation to the mission concerned as provided for in the Land Acquisition Ordinance. As has already been stated, nearly two thousand acres of mission-owned lands in the Northern Province are to be made available for tribal occupation.

(b) The views and policy of the Administering Authority on the general question of land holdings by non-indigenous persons have been made clear. It is assumed that in expressing its opinion on the curtailment and control of "colonization" the Mission did not deliberately intend its remarks to refer to European colonization but to cover all non-African settlement in the Territory. In any case, however, even if the Mission's opinion is considered in the limited sense in which it is recorded, the expression of the view that European colonization should be kept "at the barest minimum consistent with the development of the Territory" does not, in the opinion of the Administering Authority, reflect a truly realistic appreciation of the position. The present and the long-range needs

/and interests

and interests of the African inhabitants must and will be fully preserved and protected. The repeated declarations made in this regard can leave no possible doubt as to the policy of the Administering Authority. The fact remains, however, that there are large areas in Tanganyika which are capable of development within measurable time only by non-indigenous effort, areas where there is no present pressure of indigenous population and where there will be no such pressure for many years to come. It is also an indisputable fact that unless every practicable step is taken to promote the development of the Territory, its capacity to finance much-needed expansion in education, health, social welfare and other social services must be affected adversely.

But what European or other non-indigenous enterprise requires, both before it enters this field of endeavour and while it is establishing itself and is established there, is a sense of security, a sense of stability and a sense of solid achievement. Without these elements, the investment of private capital cannot be expected, and there can only be a recurrence of those features of Tanganyika's history to which the Mission referred in the introduction to its report, with this difference only, that the uncertainty will be economic and social rather than political.

If Tanganyika is to develop into a prosperous country it must be recognized that there are opportunities for immigrant enterprise, and such enterprise must be encouraged in spheres and areas where this can be done, not only without detriment of any kind to the interests of the indigenous inhabitants but in fact to their great benefit and advantage.

(c) Due note has been taken of the Mission's opinion that ex-German estates should come under African ownership, preferably on a co-operative basis, and that where Africans are not immediately capable of operating such estates at the present level of productivity, schemes should be considered whereby the estates would be managed by non-Africans until Africans are trained to assume full management. The recommendation of the Mission regarding co-operative ownership is excellent in theory but is not at this stage a practical proposition. Not only would it be likely to meet with opposition from the Native Authorities and the bulk of the people, having regard to the specific

purposes for which they require additional land, but co-operative principles are not yet sufficiently understood and appreciated for application to estate ownership and management. Every effort is being made to encourage co-operative development but the movement is still in its infancy and confined almost entirely to the bulk marketing of produce. The idea of forming co-operative societies to work and farm land is alien to African conception at present and to hand over valuable estates to artificially fostered co-operative societies of persons who have yet much to learn in the proper care and management of their own tribal lands would be disastrous. The suggestion that such estates should be placed under African ownership with non-African management ignores the fundamental difficulties inherent in the present stage of development. At present, and inevitably for years to come, the hold of indigenous law and custom and methods of farming over African landholders is such that the non-African manager of an African-owned estate would necessarily need much authority over the running of the estate so as to be able to overrule the opinions of the African owners or the tribal authorities. Without such a degree of authority the inevitable result in present conditions would be the lowering of the present intensive farming standards and methods, with a consequent drop in productivity, to the detriment of the Africans directly concerned and to the Territory as a whole. On the other hand, if the manager is given the necessary over-riding authority in the running of the estate the position would in effect be much the same as it is at present, with non-Africans leasing the estates until such time as Africans are capable of taking them over. Moreover, the fact must be faced that the intensive development of these estates, which bring wealth to the Territory as a whole and thus assist in enabling it to maintain and expand its schemes for educational and other services, is possible only if they are leased to non-African tenants with the necessary capital and initiative. To restrict the initiative of non-African agriculturalists for reasons which bear no relation to the capacity of the African tribesman to replace them would be detrimental to the economic welfare of the Territory.

As regards sub-paragraph 5 of this part of the Mission's observations and conclusions, information on developments in the matters mentioned will be included in future annual reports. Briefly stated, the present position is as follows:

(a) Disposal of ex-enemy estates

Up to date there have been 100 realienations of ex-German properties. Some of these have comprised more than one estate, where

/the original

the original units were uneconomic; others have consisted of sub-divisions of former large properties. The steps being taken to make certain ex-enemy properties available for African occupation have already been detailed.

(b) Land Settlement Board

This Board, whose function it is to advise the Government of the Territory in all matters affecting non-indigenous settlement and land alienation, was set up in 1945. The constitution of the Board is: Member for Lands and Mines (Chairman), Member for Agriculture and Natural Resources (Deputy Chairman), and five non-official members.

In 1948 the Government of the Territory published a list of ex-German estates which were likely to become available for realienation, and each applicant for one of these estates, or for any other farm or land available for alienation, has been required to complete and submit a questionnaire. The selection of farmers from the large number of applicants is entrusted to a Selection Committee of the Land Settlement Board, consisting of the Chairman, the Deputy Chairman and those non-official members of the Board who are resident in the Province in which the farms or land under consideration are situated, with power to co-opt any person or persons whose advice might be of assistance to the Committee in reaching its decisions.

The instructions which govern the deliberations and conclusions of the Selection Committee are as follows:

"Applicants will be preferred who are considered most likely to succeed in carrying out the covenants and conditions of the rights of occupancy. In selecting applicants preference will naturally be given to those who have previous knowledge and successful experience of farming under conditions similar to those obtaining in East Africa. Applicants may, however, be approved whose potentialities give promise that after training they will succeed as farmers, even though they have not had previous experience."

Applicants in the United Kingdom are first screened by a committee under the chairmanship of the Commissioner in charge of the East African Office in London, and the names and particulars of all applicants deemed suitable by the Committee are sent out to Tanganyika for final selection by the Selection Committee of the Land Settlement Board. All applicants have the right to a personal interview with the Selection Committee. Any unsuccessful applicant may address

/representations

representations to the Governor or to the Secretary of State.

Up to date the Selection Committee has made 112 allocations of land; 100 ex-enemy properties and 12 other farms. The latter are in the Southern Highlands Province. The successful applicants comprised the following nationalities:

British.	75
South African.	5
Greek.	11
Indian	6

Other nationalities:

(Arab, Danish, Dutch, Goan, Norwegian, Russian, Swedish, Swiss, Seychellois)	<u>15</u>
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112

The very great majority of the applicants were British. As an illustration of the non-discriminatory selection of applicants, however, the case of the allocation of tobacco farms may be taken as an example. Of ex-enemy properties suitable for tobacco growing two have been allotted to Greeks and two to British. (One has been retained as a Government experimental station for tobacco culture). Of new farms allocated expressly for tobacco growing, five have been allotted to British applicants, two to Greeks, one to a Russian, one to a Hollander, one to a Cypriot and one to a Goan.

(c) Land Bank

The Land Bank was established in 1948, with headquarters at Arusha, and the directors held their first meeting in November. Since then a number of applications for loans have been approved. The Board is empowered to grant loans up to seventy per cent of the value of the security offered. Short-term loans up to five years carry interest at five per cent; for longer periods the interest is four per cent.

3. Mines

The importance of ensuring that the Territory and its inhabitants receive a fair return from the exploitation of the Territory's mineral resources is fully appreciated by the Administering Authority. The declared policy on mining is directed to this end and the Administering Authority is satisfied that Tanganyika is receiving an adequate return from its mining activities.

The Administering Authority fears that it will be extremely difficult, if not impossible, to comply with the Mission's suggestion that exact details

/and statistics

and statistics should be given of revenue from all sources accruing from mining operations. It is clearly most difficult to form even a reliable estimate of the indirect revenue accruing to the Government from mining enterprises, as distinct from the direct revenue derived from royalties and company taxation. To be comprehensive the estimate must include such items as income and poll tax paid by employees, customs duties on all imported goods whether required for actual mining operations or consumed or used by employees, revenue to railway and other transport services, vehicle and other licenses and fees, etc., to say nothing of such items as the revenue accruing from licences etc., from trading activities established in mining areas. The information at present available does not permit of compliance with the Mission's suggestion but consideration will be given to the practicability of furnishing an estimate sufficiently accurate to be of any value.

4. Finance and Trade

The ten per cent surcharge on imported cotton piece goods has already been removed.

The Administering Authority is fully alive to the desirability of establishing economically sound industries in the Territory, is anxious to encourage private initiative and enterprise in such matters, and is confident that neither the Industrial Licensing Ordinance nor the customs union will hinder sound economic development.

The Mission's recommendations regarding information to be included in future annual reports have been noted. Figures of total expenditure on agricultural, educational and medical services are, of course, contained in the annual estimates submitted to the Trusteeship Council with the annual reports, but a summary will be included in the report. The exact nature of the information suggested by the Mission in sub-paragraph 5, however, is not clearly understood. The economic and financial policy of Tanganyika is not, as appears to be suggested, determined by organs of the Inter-Territorial Organizations. If the suggestion is that in future reports a note should be made of any substantive or subsidiary legislation enacted during the year under review in relation to economic and financial matters, it presents no difficulty, but it is hoped that, in the meantime, it will be possible for the meaning of this sub-paragraph to be clarified.

The Administering Authority fully recognizes the importance of training Africans to participate in industry and commerce. This must depend first on the raising of the standard of African education to which the Territory's educational development plans are directed. For the great majority, since Africans are not yet in possession of any considerable

/amount

amount of readily realizable capital, participation in industrial and commercial enterprise must also depend on the development of co-operative association, where necessary with Government financial assistance.

CHAPTER IV

GROUNDNUT SCHEME

A. DESCRIPTION

This section of the Mission's report is almost completely factual and calls for very little comment.

Since the Mission's visit good progress has been made with provision of housing both for European and African staff and a rapidly increasing proportion of the employees are being satisfactorily housed.

It should be noted that rights of occupancy of land granted to the Corporation will be subject to termination or variation at any time in accordance with any agreement which may be entered into between the Administering Authority and the Government of Tanganyika for the transfer of the Corporation's undertakings or any part of it to the Tanganyika Government.

The question of forest royalties has now been settled. This condition of the right of occupancy provides that the Corporation shall take all reasonable steps to recover as much timber as possible from land cleared for the purposes of the Scheme, to the satisfaction of the Conservator of Forests; it has been agreed that royalty shall be paid on all scheduled fine timber taken to the mill and used or sold in the log or as sawn timber, and on all other timber taken to the mill and sold. Royalty at the normal rates will be assessed by the Forestry Department on measured logs or sawn timber at the mill.

As regards the movement of indigenous inhabitants from land required for the operations of the Groundnut Scheme, it is now proposed to limit cultivation at Kongwa to three units for the time being. The movement of another 500 families, mentioned at the foot of page 110 of the Mission's report, will therefore not take place, at present in any case.

B. LABOUR QUESTIONS

In view of the increases in wage and salary rates of Government servants, following acceptance of the recommendations of the Salaries Revision Commission, the wage rates of employees of the Overseas Food Corporation have been similarly increased.

Schools for African children have now been opened at Urambo and Kongwa. A scheme of community adult-education for Africans has commenced at Kongwa. There is also a school for European children at Kongwa.

The Technical Training Centre at Ifunda is at present producing trained men at the rate of 1,000 per annum.

/C. BENEFITS

C. BENEFITS TO BE DERIVED FROM THE OPERATION OF THE SCHEME

The benefits, both direct and indirect, likely to accrue to the Territory and its inhabitants from the operation of the Scheme are so fully and clearly stated in the Mission's record of the results of its inquiries in Tanganyika and in London, that no further elaboration seems necessary. Further reference to this aspect of the matter, however, will be made in comments on the Mission's observations and conclusions.

D. OBSERVATIONS AND CONCLUSIONS

1. The Administering Authority notes with appreciation the Mission's opinion regarding the nature and scope of the Groundnut Scheme.

Under the terms of the Overseas Resources Development Act a report and statement of accounts by the Overseas Food Corporation must be laid annually before Parliament and a copy of this report will be supplied to the members of the Trusteeship Council. Information regarding the progress and development of the Scheme in Tanganyika will also be included in the annual reports of the Territory.

2. The intention that in due course the undertaking shall be taken over by the Government of the Territory and in the final stages shall pass to the ownership and control of the people themselves, on a co-operative or other basis as may then seem best suited to ensure the continuance of the benefits of large-scale production by mechanized and scientific methods, has been clearly and repeatedly stated. As the Mission itself has pointed out, however, the Scheme is "only just beginning to operate". At present, and indeed for some time to come, it must be regarded as being in the experimental stage and no question of handing over the enterprise can be seriously considered until its economic success has been proved and established. The Mission has rightly described the enterprise as a "vast scheme of mechanized production with a complex financial and managerial structure" and the formidable nature of the task of carrying such a scheme through to its ultimate objective is too apparent to need any emphasis. It would be of little, if any, practical value to attempt to work out the details of a plan at this early stage. A lengthy period of preparation - social, economic and political - will be necessary before the indigenous inhabitants can hope to be in a position to take over the management and control of such an undertaking. It is thought that the eventual form of African ownership and control will probably be on a co-operative basis. It seems likely also that the transfer may be a gradual process, units being transferred one by one to indigenous ownership as and when sufficient Africans are able and willing to assume responsibility for the management of a self-contained unit. If this should prove to be the case the experience gained from the first transfers may well affect later procedure.

/At this stage

At this stage the wisest, and indeed the only practical course, is to concentrate on the immediate problems of development, which must be solved before any serious thought can be given to the "steps by which and the necessary conditions under which" transfer to African ownership will be carried out.

The suggestion referred to by the Mission that the operations of the Overseas Food Corporation should be limited to clearing and preparing the land and that the actual cultivation should be undertaken by Native co-operative societies, appears prima facie to be attractive, but is, in fact, an entirely impracticable one. Apart from the obvious complications mentioned by the Mission - organizational, financial, technological and managerial - there is the inescapable fact that it would be quite impossible at this stage to persuade Africans to migrate in large numbers from their own tribal areas to settle permanently in the new areas being opened up. Many Africans are prepared to go to the groundnut areas for longer or shorter periods of employment but before there can be any question of such developments as co-operative cultivation there must be the growth of settled communities prepared to make their permanent homes in the groundnut areas.

In this connexion it must, of course, be remembered that the inauguration of this Scheme does not affect the continued and increasing cultivation of groundnuts by individual Africans in all parts of the Territory where this crop can be grown.

3. There is no question of the Overseas Food Corporation selling its produce to the Ministry of Food at cost. The Corporation is free to negotiate the best possible agreement and the price will of course largely depend on the price paid for similar produce from other sources of supply.

As has already been stated copies of the annual reports of the Overseas Food Corporation will be supplied to members of the Trusteeship Council. As far as is practicable information of the nature suggested by the Mission in this sub-paragraph will be provided by the Administering Authority.

4. Information on the subjects enumerated in this sub-paragraph will be contained in the annual reports of the Overseas Food Corporation, supplemented by the annual reports on the administration of the Territory.

Mention has already been made of the increases in wage rates to bring them into conformity with the recommendations of the Salaries Revision Commission in regard to Government employees. Rations are on a liberal scale, conforming fully with Government requirements. As an indication of the favourable conditions of employment being offered it may be mentioned

/that at Kongwa

that at Kongwa the supply of labour now exceeds the demand and it has not been found possible to engage all those seeking employment. A full building programme has been drawn up for housing accommodation for labour, particular attention being paid to the requirements of married workers. Comprehensive plans for medical services were prepared at an early stage and an efficient staff of doctors, specialists and nurses has been engaged. Emphasis is being placed on preventive medicine. X-ray and full dental apparatus has been installed.

As regards social and educational services the establishment of model villages is being kept in view and care is being taken in the preparation of the plans for these settlements to provide for good water supplies and sanitation, community centres, buildings for religious purposes, etc., and for a lay-out which will provide each inhabitant with a garden. Again it must be made clear that these plans are part of a long-term programme and cannot be put into full effect immediately. A settled community and a more permanent labour force must obviously be built up before model villages on the lines envisaged can be established. In the meantime interim measures are necessary to cater for the welfare of the present workers and to provide them with amenities. Shops and canteens have been opened, where food and drink may be purchased as well as the normal trade goods, and a central brewery plant has been ordered. Day schools for the workers' children and night schools with adult classes for the workers themselves have been started. Pending the establishment of village communities Domestic Councils have been appointed in each camp and are reported to be working well. These councils deal with domestic affairs, conditions of living etc., rather than with questions relating to conditions of employment. These latter are the concern of the Works Committees which were recently started.

The problems which will arise from the growth of communities of mixed tribal origin are fully appreciated by the Administering Authority and by the Overseas Food Corporation. It is largely in connexion with these problems that the advice of UNESCO has been sought. As regards language teaching, some knowledge of English will be necessary for those receiving technical training, but in the general education programme it has now been decided not to proceed with the instruction of Africans in basic English as a lingua franca. The emphasis is now on the need for non-Africans to learn Kiswahili, the lingua franca of the indigenous people of the Territory.

5. The movement of people from the groundnut areas will not present a serious problem. Whatever may or may not have been the position in the dim and distant past there are certainly not thousands of people now living in the areas which it is proposed to make available for the Scheme. In the Southern Province in particular, where much of the greater part of the Scheme is to operate, very few indigenous inhabitants are likely to be disturbed. In any case movement is not compulsory and if voluntary movement takes place the interests of those concerned are adequately safeguarded in every respect as described on pages 109 and 110 of the Mission's report. In the case of the people in the Kongwa area it can be stated without fear of contradiction that those who have moved have benefited considerably. Apart from all the other forms of assistance given to them, one of the greatest problems of their lives has now been solved. In this area of low rainfall shortage of water has always been a serious problem for both man and beast. Instead of having to rely on their former precarious means of obtaining water those who have moved are now supplied from boreholes. In due course, when the Corporation's scheme for obtaining water from the Mlali mountain, a distance of twenty-five miles, is put into operation, pipe line supplies will be available for both the Groundnut Scheme and the local population.

Information regarding any movement of people taking place from groundnut areas in future will be included in the Territory's annual reports.

6. Critics of the Groundnut Scheme may have made statements such as those suggested by the Mission but the Administering Authority is satisfied that the aims and objects of the Scheme have been made too clear for there to be any serious misunderstanding on this score. The Scheme was conceived as a practical and effective means of contributing to the relief of the serious world shortage of edible oils and fats. At the same time the plans for carrying out the Scheme are aimed at securing the greatest possible benefits for the peoples of the Territories in which it operates.

The Mission expresses the view that the Scheme would be beneficial to the Trust Territory if three conditions were fulfilled. Of these the first has been clearly stated to be a definite objective and further comment seems unnecessary. As regards the second, it has been made clear that the Overseas Food Corporation will not occupy a specially favoured position and will not be exempted from "liability for any tax, duty, rate, levy or other charge whatsoever, whether general or local."

In these circumstances it may confidently be expected that the Treasury of the Territory will benefit considerably from the operations of so vast

/an enterprise

an enterprise, both by revenue from direct taxation and by the payment of customs and other dues. It should nevertheless be understood that the question of the nature or extent of the Scheme's direct financial contribution to the revenues of the Territory was not a major issue when the plans for the Scheme were formulated. It is admittedly a not unimportant aspect of the Scheme but it appears to the Administering Authority to weigh less heavily in the balance than the valuable and lasting benefits which will result from the development of large tracts of country that would otherwise remain unoccupied and unproductive for an indefinite period, from the establishment of new and improved communications to serve the groundnut areas (notably the new port and railway in the Southern Province) which will at the same time facilitate the economic development of other areas, and from the important contributions being made to the Territory's programme of economic and social advancement. In regard to the Mission's third point, the model communities to be established in the groundnut areas will in many respects serve as examples for other communities. At the same time it must, of course, be remembered that full development on the lines proposed is possible only where there is a settled population. Improved living standards, better housing and improved facilities for medical attention, education and so on are objectives of general application, in industrial and rural areas alike, but model villages with their own social services and running their own affairs with their own system of local government cannot be established by industries whose workers are engaged on short-term contracts and are therefore constantly changing.

CHAPTER V

SOCIAL ADVANCEMENT

A. LABOUR

1. General

The inadequacy of the supply of skilled and semi-skilled workers to meet the expanding needs of the Territory is still a major problem but every effort is being made to increase the training facilities available. The establishment by the Overseas Food Corporation of its own technical training centre has made an important addition to the facilities already afforded by Government and some of the established industries - incidentally not confined to mining concerns as appears from the Mission's report - but further expansion is urgently required. The larger employers of labour are showing an increasing appreciation of the need and it is hoped to secure their co-operation in much greater measure than has been the case in the past.

In regard to the figures quoted by the Mission in this section of the report, the following information may be of interest. An indication of the increasing demand for labour is the fact that by the end of 1948 the number of Africans in regular paid manual employment had risen to some 365,000 as compared with the average figure of 327,000 over the previous four years. In addition it was estimated that there were some 20,000 in non-manual employment and approximately 10,000 casual daily workers. The number of those attested on contracts of service at the end of 1948 was 28,105, as compared with 20,291 at the time of the labour census in 1947. As a point of interest it may be noted that the number of workers who have entered into written contracts is less than eight per cent of the total number engaged in paid manual employment.

The movement of workers to places of employment outside the Territory, counterbalanced to some extent by the flow of labour into the Territory, still continues. Since this movement is entirely voluntary and subject to no restrictive control exact figures are not available, but it is known that during 1948, 3,784 men, accompanied by 1,298 dependants, crossed into Northern Rhodesia on their way south, while 3,900 men, with 1,291 dependants, returned to the Territory by the same route during the year. 2,739 crossed into Kenya for employment there.

2. Labour Department

A new section - Industrial Relations - has now been added to the Department.

/As regards

As regards the labour exchanges conducted by the Department, up to the end of 1948 the numbers of those who had registered at the exchanges since their establishment were 446 Europeans, 290 Asians and 15,588 Africans, of whom 156 Europeans, 66 Asians and 8,902 Africans had been placed in employment. Of the balance of those registered, numbers had obtained employment not through the agency of the exchanges. (The figure of Africans registered during 1947 should read 6,483 and not 46,438 as given in the report.)

3. Wages and hours

The rates quoted by the Mission are, with one small exception, taken from the territorial annual report for 1947. The minimum wage for unskilled agricultural labour has been lowered by the inclusion of the payment made in a few instances to children engaged on part-time employment on light tasks of an agricultural nature (see paragraph 16 (c) below). More up-to-date figures will be given in the 1948 report. In regard to the figures quoted by the Mission, however, a word of explanation seems desirable. Although the monthly rates given are described as average monthly wages it will be noted that they do in fact show the range from minimum to maximum. As explained in the Mission's foot-note, moreover, they include the wages paid to juveniles. Since this appears to have given rise to some misunderstanding - or, what is perhaps a more accurate statement, since it has been noted that for purposes of criticism the minimum rates paid are always quoted - future reports will as far as possible show the average wage rates instead of the full range.

Further comments on the question of wage rates will be made in dealing with the Mission's observations and conclusions in this connexion.

4. Recruitment of labour

Having recorded some accurate factual information on this subject the Mission inserts, without comment, an inaccurate and misleading statement by the African Association of Arusha. Other criticisms of labour conditions were recorded but this appears to have been the only case of allegations against the proper conduct of the licensed recruiting system. Its true value can be assessed from a consideration of the actual circumstances. In the first place, although some of the people of the Arusha district are accustomed to engage themselves for seasonal agricultural employment locally - unattested and free to choose their employer and place of employment - they are not accustomed as are the members of some tribes, to leave their homes for work in other parts of the Territory. There is no recruitment of labour by licensed recruiters in the Arusha district.

/Those making

Those making these exaggerated statements to the Mission consisted almost entirely of clerks and others engaged in non-manual work, without first-hand knowledge of the system of labour recruiting. The proper control of recruiting activities is one of the major preoccupations of the Labour Department; the administrative officers in districts where recruiting takes place are active in protecting the interests of recruits and in ensuring that the terms of contracts are clearly understood and accepted by them; and the whole system is designed to apply strictly the provisions of the Recruitment of Indigenous Workers Convention.

5. Compulsory labour

Apart from the general comment that the expression "requisitioned labour" would more accurately describe the position, since many of those called out require no compulsion and respond willingly to the call for labour, there is one correction necessary in this paragraph. Under the Defence (Conscripted Labour Continuance) Regulations, 1946, - which applied to British Subjects and British Protected Persons - the final date for the expiration of the obligation to continue in the performance of duties in connexion with the production of essential supplies was 30 September 1946, not 1948.

6. Rations

7. Housing and sanitary conditions

8. Medical conditions

9. Labour inspection and penal sanctions for employers

The factual information contained in these paragraphs calls for no comment. In regard to rations, great importance is attached to the proper feeding of workers and in general the position in this respect can now be said to be very satisfactory. As to other conditions affecting the welfare of labour, there is a steady and continuing improvement.

10. Penal sanctions for labourers

The first reservation to the application of the Penal Sanctions (Indigenous Workers) Convention, mentioned by the Mission, has been withdrawn from the Master and Servants Ordinance. The use of abusive and insulting language to an employer by an employee is now dealt with under Section 89 of the Penal Code which is applicable to all races and all categories of employee without discrimination.

Further reference to the question of penal sanctions will be made in comments on the Mission's observations and conclusions.

11. Workmen's compensation

Legislation has now been introduced by the enactment of the Workmen's Compensation Ordinance (No. 43 of 1948). Uniform legislation has been passed in the other East African Territories. It is non-racial and applies

/the provisions

the provisions of the International Labour Conventions relating to Workmen's Compensation (save in one minor detail) and Occupational Diseases. It has considerably increased the period of assessment for compensation and the lump sums payable; it prescribes a minimum amount payable in respect of total permanent incapacity; and it also provides for medical aid. It has not been found possible to introduce any system of pensions in the case of workers who receive fatal injuries or are seriously and permanently incapacitated, but provision has been made for lump sum compensation to be paid, when the district authorities think it desirable, in instalments over a period of time. Provision has been made for compulsory insurance in respect of certain occupations of a hazardous nature, but it is proposed to defer the enforcement of this provision until experience has been gained of the working of the Ordinance and until the Government is satisfied that reasonable rates of insurance are available to employers.

12. Trade unions

Since the visit of the Mission to Tanganyika a Transport Workers Union has been formed in Dar-es-Salaam. This union and that of the Dock Workers mentioned in the report are the only real African trade unions yet formed in the Territory. Other bodies have been registered as unions and still more are in process of formation but they would be more accurately described at this stage as "loose associations" of workers rather than trade unions.

To be accurate it should be mentioned that one of the two specialist officers referred to by the Mission - the Government Employees Welfare Officer - is a member of the establishment branch of the Secretariat. The other, who at the time of the Mission's visit was engaged on a special investigation into the conditions of employment of port labour, is now performing the general duties of an Industrial Relations Officer with the Labour Department.

It is true that no industry has yet established machinery for collective bargaining in the strict sense of that expression but in a number of undertakings Works Committees or Councils have been or are being established.

13. Strikes and arbitration

On the whole industrial relations have continued satisfactory and the only recent disputes of any consequence were those mentioned by the Mission.

A voluntary agreement, covering wage rates and general conditions of employment, was successfully negotiated between the Dar-es-Salaam port employers and the Dock Workers Union and came into operation on 1 November 1948.

14. Statements by Africans on labour conditions

Comments have already been made on the statements of the African Association of Arusha.

The movement of labour southwards from the Territory is not only to South Africa but also, and largely, to the Rhodesian copper belt.

The Administering Authority fully appreciates the problems arising from the lengthy absence of married workers from their homes. The remedy lies largely in the provision of facilities for workers to be accompanied by their families - particularly in the provision of suitable accommodations at the place of employment - and every effort is being made to secure improvement in this direction. It must not be overlooked, however, that a large proportion of the men leaving their districts for work in other parts of the Territory are unmarried. A period of paid employment is frequently a preliminary to marriage, to obtain money for the payment of bride-price. There is also the difficulty that numbers of married workers do not wish to avail themselves of the facilities afforded for them to be accompanied by their families. They prefer to leave their families at home to cultivate their gardens and to maintain their place in the community.

Further comments on labour conditions and problems will be made in connexion with the Mission's observations and conclusions but there are certain points which may conveniently be dealt with here.

Due allowance must be made for their origin but some of the statements quoted by the Mission show a singular lack of knowledge of the position. For example, standards of housing and feeding are laid down by law and are enforced by the Labour Department through its inspectorate and technical staff. The ration scale, drawn up by the Department's medical specialist, provides a balanced daily diet with a minimum calorific value of 3,500, which is higher than the normal rate in many countries of the world today. Admittedly its true value is not fully appreciated by many Africans, whose only criterion in assessing the adequacy of a meal is its bulk, but the results are clearly to be seen in the improved physical condition of workers after a period on this diet.

It is the intention to build up a cadre of African Labour Inspectors. Four have already been appointed and it is hoped to raise the number to ten this year if suitable candidates are forthcoming. Careful selection and training are essential in these appointments. There are also at present seven African Labour Sanitary Assistants and four more are to be appointed this year. Provision has been made for further strengthening the Labour Department by an increase of six in the establishment of Labour Officers.

/Perhaps the

Perhaps the best commentary on most of the statements by Africans on labour conditions as recorded by the Mission is the remark made by the Chagga Council - "We have a Labour Commissioner before whom we can lay our complaints". There is no record of any complaint about labour conditions ever having been addressed to the Labour Commissioner or to any of the officers of his department by the African Association.

15. Labour utilization and rationalization

The Bill mentioned by the Mission has since been enacted, as the Labour Supply Corporation Ordinance, but has not yet been put into operation. Further reference to this legislation will be made in connexion with the relevant paragraph of the Mission's observations and conclusions, but there are a few points in this paragraph of the report which call for special comment in passing. The text of the law as enacted will be available to the members of the Trusteeship Council in the 1948 volume of the laws which will be supplied to them with the annual report. As they will see, not only was the title changed but the **Bill itself** was largely redrafted. A significant change is reflected in the **new wording** of the long title. The original Bill proposed to "control the number of labourers who may be employed by any employer". This provision was deleted when the Bill was redrafted. The objects of the Corporation - referred to by the Mission on page 130 as the further powers of the Commission - have been modified, and in this connexion one point is worthy of note. The Mission refers to the power "to review regularly the allocation and distribution of labour and to make recommendations to the Governor". The relevant section of the Ordinance as passed - section 3 (2) (f) - now reads, "regularly to review the economic requirements of the Territory in respect of the supply and utilization of labour, including the allocation and distribution of labour for the purposes of all works, projects and schemes for development throughout the Territory, and to make recommendations thereon to the Governor".

The last sub-paragraph on page 130 of the report records certain individual expressions of opinion which, it is perhaps unnecessary to state, the Administering Authority does not share. Small employers of labour were consulted and their views fully considered before this legislation was enacted. Complete freedom of choice of employer and place and nature of employment is left to the individual worker. Any suggestion of "forced labour" reflects a complete misunderstanding of the provisions of the Ordinance. The fears of the prominent Indian to whom the Mission refers were doubtless engendered by the provision included in the original Bill to limit the number of workers employed by any employer

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but, as has already been stated, this provision was deleted in the redrafting of the Bill.

On page 131 the Mission again refers to opinions expressed by the African Association of Arusha. Comments have already been made on the value of these expressions of opinion and a study of the Ordinance will show that they have no foundation in any of the provisions of the law.

16. Survey by Mission

(a) Mine labour

New labour camps to comply with Government requirements are now being built at the Geita gold mines.

(b) Sisal labour

The Government of Tanganyika considers, and the Administering Authority agrees, that the first part of this paragraph calls for some comment to remove the possibility of there being any misunderstanding. Read as it stands this sub-paragraph might, it is feared, convey the impression that an attempt was made to shepherd the Mission and to conduct them only to estates where conditions "appeared favourable". In view of the care taken to ensure that there should be no grounds for any criticism of this nature, both the Administering Authority and the Tanganyika Government are confident that not only had the Mission no intention of conveying any such impression but that the members would wish to remove any possible doubt on this point. To do this it must be made clear that there was really no such thing as the Tanganyika Sisal Growers Association's "list of estates to be visited". Owing to the fact that the Mission was able to give so little time to Tanga, visits could be paid to only a few sisal estates. These were chosen as being those most easily accessible and as showing something of the progress being made in the improvement of working conditions and, particularly in one case, in the training of skilled African craftsmen. The decision as to which estates should be visited did not rest with the Sisal Growers Association. Local officials of the Association accompanied the Mission as a matter of courtesy, as did the Labour Officer, other Government officers, both European and African, and the local Native Authority.

During the tour of these estates the Labour Officer made it clear to the Mission that not in every case had such a high standard been reached. Not all employers had made the same efforts to improve conditions or were equally responsive to advice or instructions in such matters. As an extreme example the Labour Officer referred to a particular case in which it had been necessary to have recourse to criminal proceedings.

/The Labour

The Labour Officer also referred to the problem presented by the employment of contractors on some estates, for such work as clearing operations, and to the difficulty of maintaining satisfactory conditions in their temporary labour camps. As an illustration the Mission was taken to see one such camp which was afterwards burnt down on the instructions of the Labour Officer. It is presumably to this camp that the Mission refers as an example of poor housing and sanitation, and it must be made quite clear that it was a contractor's temporary camp and not the permanent labour camp of the sisal estate in question.

The detailed information requested by the Mission in respect of specific estates was duly obtained and forwarded to the Mission in Paris, but presumably had not arrived when the report was written.

As regards the provision made in 1946 that payment of the full increase in the price of sisal granted by the Ministry of Supply should be dependent on the maintenance of adequate welfare measures, the number of estates to which the full payment was made rose by 1948 to over 100. The failure of the Mission to obtain information regarding the continuance of the welfare scheme is difficult to understand. The scheme was continued up to the end of 1948, when the special marketing arrangements for sisal came to an end.

(c) Tanganyika Tea Company, Limited

The member of the Mission who visited Mufindi unfortunately spent only a very short time there. Consequently he was able to see no more than three - and of one of those only a small part - of the twenty-nine widely scattered estates being operated by the Company, and most of his information appears to have been gathered from other sources.

In regard to the employment of children the report mentions the fact that no child is employed unless in the company of the parent or guardian. It omits, however, to make any mention of the eight schools provided by the Company, or of the light nature of the work on which children are employed, often for part-time only. A comment of general application in this connexion is that as a rule parents seeking work in such occupations are unwilling to engage themselves unless some employment is also provided for the children accompanying them. They wish their children to remain in their company, or to be employed and looked after, while they themselves are at work.

The provident fund scheme submitted by the Company has been approved and is now in operation.

As regards medical services maintained by the Company and the general health of the workers some clarification of the statements made in the report is necessary. The visiting member of the Mission was unable to

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get to the hospital - the nearest point to it reached during his brief visit was over three miles away - and does not indicate the source of his information. However, the present hospital, which is a former German building, is admittedly not satisfactory and requires replacement. The Company has so far been unsuccessful in its efforts to recruit a medical officer but such an appointment is in view. In the meantime the services of a private medical practitioner are available and any cases which cannot be properly treated at Mufindi, surgical cases in particular, are sent to the hospital at Iringa.

It is not clear where the member of the Mission obtained his information regarding the "serious incidence of pneumonia" but he appears to have been misinformed. The general health of the workers at Mufindi is exceptionally good and the incidence of sickness very low. It is correct to say that among the few who are treated for serious illness pneumonia is one of the more common diagnoses, but judging from the records of the average length of the period of treatment and the rapidity with which the patients recover it is suspected that many of those who have been diagnosed by the African medical staff as suffering from pneumonia were in fact suffering from some less serious illness. In this connexion it should be noted that apart from the purely local inhabitants most of the workers employed come from Ukinga. They are attracted to Mufindi because they find the climate congenial, and much less "harsh" than that of their own highland country.

In considering such questions as that of buildings - hospital, labour camps, etc. - the important point mentioned in the report must be borne in mind. Most of the estates operated by the Company are ex-enemy properties, held on short-term leases subject to termination at one year's notice. The question of the disposal of these estates is now under consideration, but until a decision has been reached the present lessees cannot be called upon to undertake large-scale capital expenditure on such items as permanent buildings. The existing conditions are also an obstacle in the way of the recruitment of staff, such as a medical officer, since the Company has been unable to enter into any long-term contract.

B. MEDICAL AND HEALTH SERVICES

Most of the matters raised in this section of the report are referred to again in the Mission's observations and conclusions on this subject and, apart from the following few remarks, will be commented upon in connexion therewith.

1. General

There has been some strengthening of certain categories of medical personnel, notably in the case of qualified nurses, but one of the main obstacles to the expansion of medical and health services is the continuing shortage of staff. Particular difficulty has been experienced in recruiting medical officers and health inspectors. The general shortage of qualified personnel, in the medical as well as in other spheres, resulting from the interruption of normal training facilities during the war years, and the present keen competition for the services of skilled personnel, has placed such countries as Tanganyika, with its limited resources, at a disadvantage. It has not been possible to bring the Government establishment of medical practitioners up to strength but there has been a welcome improvement in the position as regards practitioners not in Government service, largely due to the number brought to the Territory by the Overseas Food Corporation in connexion with the Groundnut Scheme.

2. Hospital and clinical facilities

There has been some improvement in the general position which at the end of 1948 was as follows:

	<u>Government</u>	<u>Native Authority</u>	<u>Mission, industry and private</u>
Hospitals	74	-	92
Dispensaries	11	444	304
Maternity and Child Welfare Clinics	8	5	18
Sleeping Sickness Dispensaries	17	-	-

In comparing these figures with those for 1947 quoted by the Mission, note should be made of the following points. The maintenance of a number of former Government dispensaries has been taken over by the Native administration. Certain Government and other medical stations, with beds for a hundred or more in-patients, formerly included as dispensaries have now been classified as hospitals.

3. Facilities for medical training

Two African assistant medical officers, former students of Makerere College and holders of the Diploma of the Joint East African Board in Medicine, are now in the United Kingdom for further studies.

In regard to the position of Indian medical practitioners the Administering Authority suggests that the complaints made to the Mission /are adequately

are adequately answered by the information given in the report in respect of the number of registered Asian medical practitioners. The position is as stated by the Mission. In the case of Indian or other Asian practitioners possessing the necessary qualifications no restriction is placed on their registration and their subsequent right to private practice. Unfortunately the qualifications held by Asian assistant and sub-assistant surgeons in Government service are not generally of a sufficiently high standard to entitle them to registration as private practitioners.

4. Ten-Year Development Plan and expenditure

5. Rural health services

6. Tsetse and trypanosomiasis research

The factual information given in these paragraphs of the report appears to call for no particular comment.

In regard to the "pilot" rural health schemes mentioned on page 142 of the report, those projected for the Moshi and Rungwe districts will in broad principle be similar to that being carried out in Sukumaland. Local climatic and other conditions, however, vary considerably, and it is on the results and experience gained in the working of schemes in these differing conditions that future development will be planned.

C. STANDARD OF LIVING

As the Mission was doubtless able to appreciate even after so brief and hurried a tour of part of the Territory, conditions vary so greatly that it is difficult to generalize in such matters as this. In many respects the actual standard of living is dependent on local conditions, climate, rainfall, soil fertility and so on. Nature is much kinder and life for the inhabitants therefore much easier in some areas than in others. The comparatively wealthy Chagga, for example, on the fertile, well-watered slopes of Kilimanjaro are able, with less effort, to enjoy a higher standard of living than the not very distant tribesmen in some of the arid areas of the Central Province. A casual acquaintance with conditions in the Territory might also lead to inaccurate comparisons between life in the towns and in the rural areas generally. To outward appearance the average town dweller may well seem to have advantages over his kinsman in the more remote tribal areas. He enjoys more of the modern amenities of life, on the whole probably appears better dressed, and has a greater variety of ways of spending his money. The rural peasant on the other hand is much more self-sufficient and on the whole undoubtedly more contented. He has not yet developed any urge for the accumulation
/of wealth,

of wealth, unless it be in the form of livestock, he produces most of his own essential needs, and his cash requirements are at present very limited. The rising prices of primary produce operate only to his advantage, instead of presenting him with the problem of an increase in the cost of living.

These comments are offered merely as indicating the nature of the questions to be considered in making any general assessment of the standard of living throughout the Territory and in any attempt to prepare cost of living statistics. The Administering Authority is fully alive to the value of such statistics and as the necessary staff can be made available surveys of the kind suggested will be undertaken. In the meantime, however, it cannot be conceded that the lack of such statistical information is a bar to the carrying out of "fair and realistic policies" designed to bring about a general improvement in the standard of living of the indigenous peoples. The information of a general nature which is available is an adequate basis on which to plan much valuable work.

D. SOCIAL WELFARE

The number of welfare centres already completed under the Colonial Development and Welfare Scheme is now twenty-five and continued financial assistance to carry on with the programme has been approved. There are also seven centres organized in buildings which have been loaned for the purpose, and one club, a spontaneous African effort, is housed in a building of which the cost was met by local contributions.

There is still need for improvement in the library facilities at these centres. The free circulating library service provided in connexion with the central welfare library in Dar-es-Salaam continues to operate, and books and periodicals are distributed regularly to all centres. Several of the centres are building up their own libraries - not only of books printed in Swahili - and book clubs have been formed. A gift of books has been received from the British Council to establish the nuclei of reference libraries for Africans in the provincial towns.

E. PRISONS

The only points in this paragraph appearing to call for comment - the question of punishment for prison offences and alleged discrimination in the treatment of prisoners - are mentioned again in the Mission's observations and conclusions and will be dealt with in that connexion.

F. OBSERVATIONS AND CONCLUSIONS

1. Labour

The Administering Authority agrees generally with the views of the Mission regarding the need for a stable, efficient and skilled labour

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force and the nature of the problems to be faced. That the general standard of efficiency of African workers is at present low cannot be disputed, but this standard certainly cannot be regarded as immutable. Indeed, if such were the case the prospects for the future economic development of the Territory would be poor.

The Administering Authority is largely in agreement with the Mission in its enumeration of the major factors affecting efficiency although holding somewhat different views as to their relative degree of importance.

In the opinion of the Administering Authority the finding of a remedy for the present low standard of efficiency and the consequent low earning capacity of unskilled African labour undoubtedly depends primarily on the achievement of two objectives which are now engaging the earnest and active attention of the Tanganyika Government - an improvement in the general standard of public health, including improved tribal diets, and improved educational standards. The urgent need is for greatly increased individual efficiency and productivity, and the essential requirements are physical and mental, - bodily health and strength equal to a full day's task and a proper attitude of mind towards work in general. Unless and until these essential requirements are met there can be no real solution to the problem. The other factors mentioned by the Mission are important but they are all subsidiary to the need for better standards of health and education.

Improvement in working conditions, including adequate facilities for the families of workers, is a most desirable objective which is being constantly pursued, but it cannot in present circumstances be expected to be fully effective in stabilizing labour. The conditions at many of the larger centres of employment - housing, feeding, medical attention and general welfare - are now and have been for some time much better than the conditions to which the workers are accustomed in their own remote villages, but this has had very little apparent effect on the length of time labourers are prepared to remain at work. In this connexion a word is necessary in regard to the Mission's reference (at the top of page 148) to the annual reports of the Labour Department. While these reports certainly gave "instances" where "unremitting efforts" were necessary to ensure the improvement of conditions, they did not suggest, as might be inferred from the Mission's statement, that unsatisfactory conditions were "imposed" by employers generally.

As regards the question of wage rates, to which the Mission attached particular importance, there has been a steady upward trend in

/all types

all types of employment. That still further improvement in this direction is desirable cannot be denied, and the question of the adequacy of wage rates in relation to the cost of living will be kept constantly under review by the Tanganyika Government. Some of the arguments quoted by the Mission against a general and unconditional increase of wage rates, however, cannot be ignored as they are unfortunately based on experience. A point which must be remembered is that a large proportion of the Africans who leave their homes to seek employment do so with a set purpose in view, to earn sufficient money to meet some specific requirement. It naturally follows that the quicker the required sum can be earned the shorter the period for which the worker need remain in employment. Even in the case of those accustomed to more or less regular employment a similar attitude is apparent. Increases in wages do not by any means always lead to greater effort or regularity; on the contrary they not infrequently result in a rise in the percentage of absenteeism. These manifestations are not peculiar to African labour, and they certainly cannot be advanced as an argument to justify the payment of inadequate wages. They do, however, indicate the weakness of the argument that a general increase in wages is the chief consideration in raising the standard of efficiency of African labour. Moreover, this argument is not strengthened by the references to the Williamson Diamond Mine or the groundnut organization at Kongwa. The conditions of employment at the diamond mine are undoubtedly very good and Dr. Williamson has a well-deserved reputation for the efforts made to ensure the welfare of his workers. But he would doubtless be the first to admit that this has not solved the fundamental problem. His mine has the advantage of a large local reservoir of labour. He has no need to make use of the services of recruiting agents. Attracted largely by the good conditions, unskilled labour comes voluntarily to the mine, often in greater numbers than are required. But the great majority of them live within a comparatively short radius of the mine and none of them wants more than casual employment. They take a contract for thirty days, renewable for as many periods as they may wish, but most of them work for only a few months and then return home to spend their money. There is, in fact, a constant stream of labour coming to and going from the mine. All the advantages and amenities offered have not yet resulted in the building up of a stable labour force. In the case of the Groundnut Scheme at Kongwa, it is undoubtedly true that there is practically no desertion among the more highly paid skilled workers, but,

/as far as

as far as the Administering Authority is aware, neither does the desertion of unskilled workers present any serious problem. In any case, however, it is fallacious to infer that because the driver of a bulldozer at Shs. 100/- a month remains continually on the job, an unskilled labourer would do so if his wages were increased. There is never any great difficulty in inducing skilled workmen to remain in employment. They have definitely forsaken the life of a peasant producer for that of a regular wage-earner. The unskilled worker, on the other hand, has for the most part no intention of making any permanent change in his mode of life. He will work for shorter or longer periods as and when he feels so inclined, or as the need arises, but always with the intention of returning to the cultivation of his own fields. Admittedly not all unskilled labour is drawn from the rural areas and there are numbers whose instability as labourers cannot be accounted for by the call of the land. There is in all cases, however, the same psychological problem to be considered. With comparatively few exceptions, it is the continued and regular performance of uncongenial unskilled manual labour which defeats the African at the present stage, and no increase of wages which would be economically practicable would induce him to remain at the same task uninterruptedly for a long period. If he comes from a rural area his desire after a period of work is to return to his village life; if he is a town-dweller he tends to become literally a casual labourer, breaking the monotony either by working irregularly at one job or by changing periodically from one form of employment to another.

The simple process of raising the level of wages will not provide the answer to the problem. Improvement in this respect and in working conditions generally will help to some extent; the provision of more and better training facilities will play an important part; and proper supervision is an essential element. But these contributions to the solution of the problem can be fully effective only if the workers whom they are designed to benefit are enabled, by improved health and education, to appreciate these benefits and to take full advantage of them.

As a final commentary on this part of the Mission's report it may not be out of place to quote from the recent report of the African Labour Efficiency Survey, appointed by the Secretary of State. This report states that the African worker "was seen on many occasions as a man who has not yet acquired the habit of disciplined work, to whom physical effort is a thing to be avoided, and responsibility a virtue not yet recorded in his roll of moral virtues. Men of this kind have not yet

/learned that

learned that in the wage economy there is a correlation between pay and effort". "They work together well as a team, though their own powers of co-operation need to be fortified by strong supervision". The purpose of this Survey was to investigate - in the first instance in a limited field but with the ultimate aim of making a survey of East African labour in general - the economic and social conditions of African workmen with a view to ascertaining their efficiency, the factors which affect it, and the incentives which might increase it. It is on the results of such inquiries by expert investigators that it is hoped to base a sound policy, which will achieve the solution of the fundamental problems of African labour.

The great importance of training as a contribution to the effort to raise the general standard of efficiency is fully appreciated and every effort is being made to increase and improve the training facilities available. In this connexion it may be mentioned that the United Kingdom "Training within Industry for Supervisors" scheme (commonly known as "T.W.I.") is being introduced into the Territory and provision has been made in the 1949 estimates for the appointment of a trained Instructor. In future all Labour Officers proceeding on leave to the United Kingdom will take courses of instruction in this subject.

Steps are at present being taken to appoint at least one African to membership of the Labour Board. The difficulty has been to find an African capable of playing an effective part in the deliberations of the Board who could be truly regarded as a representative of African labour. Although there has not hitherto been an African on the Board the interests of African labour have been very adequately safeguarded by both official and non-official members specially selected and appointed for that purpose.

Consideration is being given to the question of the extent to which application of the provisions of the Minimum Wages Ordinance is required.

Consideration is also being given to the need for legislation to regulate and control the maximum hours of employment in certain industrial undertakings, although at present this matter does not present a problem in the Territory.

As has already been mentioned one of the two reservations to the application of the Penal Sanctions (Indigenous Workers) Convention has now been withdrawn. The only reservation still retained is that relating to desertion, the unlawful departure by a servant from his employer's service with intent not to return thereto. The possibility of withdrawing

/this reservation

this reservation also has been considered and the question will be kept constantly under review. Unlawful desertion, however, presents a particular problem in a Territory where contracted labourers are frequently brought great distances at considerable expense to the employer, and in present conditions the temporary continuance of penal sanctions in this connexion is considered both justifiable and advisable.

It is certainly true that the aims, structure and functions of the trade union system are in general little known throughout the Territory. The knowledge is gradually spreading, however. Lectures and talks on the subject are given and two African employees of the Overseas Food Corporation received a two-months' course of instruction, but this is a development in which progress must necessarily be slow if it is to be sure. Experience has shown that the majority of African workers are not yet ready for trade unions and any attempt to force the pace in the formation of unions until the principles of trade unionism are understood and established would not be in the best interests of the workers themselves.

Some reference has already been made to the provisions of the Labour Supply Corporation Ordinance and the Administering Authority feels confident that a study of the legislation as enacted will reassure both the members of the Mission and any members of the Trusteeship Council who may have entertained similar fears regarding the purpose and effect of this legislation. For example, there can certainly be no justification for the fear that the rights of labour are threatened. As has been stated the law has not yet been put into operation. If and when it does become effective its operation will most assuredly be closely watched by both the Administering Authority and the Government of the Territory. No date has yet been fixed for bringing the Ordinance into force.

As has already been stated, legislation on workmen's compensation has been enacted. With regard to the provisions for compulsory insurance which have not yet been brought into force, there is no cause for apprehension. Uniform legislation has been enacted in the three East African Territories and it is clearly desirable that as far as possible the three Governments should take uniform action. To this end there will certainly be consultation with Kenya but there is no justification for the suggestion that action by Tanganyika is dependent on similar action being taken by Kenya. The enactment of such legislation is an entirely new development in East Africa. Experience of the working of the Ordinance is necessary not only from the point of view of the several Governments but doubtless also from that of the insurance companies operating in the Territories. Insurance activities in East Africa are not conducted

/on the same

on the same scale as in Europe or America and there is much less experience on which to work. Indeed, as far as workmen's compensation is concerned there is no experience, and the enforcement upon employers of the provision for compulsory insurance cannot be contemplated until it is clear that reasonable premium rates are available.

Particulars of wage rates are included each year in the annual reports of the Territory and these will, as far as is practicable, show the average levels for different classes of workers in the major industries. Details of the range of wage rates in previous years can be made available but it will be evident from the wide range between the minimum and the ~~maximum~~ in most categories, the variations between different localities, and the lack of record of the actual numbers who have been employed in the various wage groups, that the calculation of reliable figures of average earnings in past years would present an almost impossible task. Tanganyika at present has no statistical department. It is the intention to establish a local organization, subsidiary to the East African Directorate of Statistics, when the necessary staff and accommodation can be made available but in the meantime there is no staff to undertake the compilation of any elaborate statistical information.

2. Medical and health services

The Administering Authority appreciates to the full the importance of these services and the desirability of improving and expanding them, but must reluctantly state that it is not financially practicable to undertake at the present time any further expansion than is proposed in the Ten-Year Development Plan. Within the limits of the total resources available to the Territory every effort is being made to increase the appropriations for medical and health services as the following figures will indicate. In 1947 the total provision - from territorial revenue, development funds and Native treasuries, but excluding such items as medical buildings provided for in the Public Works estimates - was £461,993; in 1948 it was £503,331; in the 1949 estimates it is £746,015. Unfortunately, however, the expansion of these services cannot be secured by mere financial provision. Mention has already been made of the difficulty being experienced in the recruitment of medical officers and other qualified personnel. It is hoped to overcome these difficulties but in the meantime the shortage of staff is a very severe handicap.

As regards the training of African staff it is confidently hoped that there will be an increase in the number of suitable candidates qualifying for entrance to the medical school at Makerere. It is quite incorrect, however, to say that a lack of senior secondary schools in

/the Territory

the Territory has prevented more students from qualifying in the past. The present deficiency is not in the number of schools but in the number of pupils qualifying for the full secondary course. The difficulty is to keep such pupils as do proceed beyond the primary course at school long enough to reap the full benefit of their secondary education. The opportunities of remunerative employment, in some cases with further training of a technical nature, for pupils in Standards VIII to X prove too great a temptation for the great majority who are not prepared to stay the course and work on to Standard XII. The urgent need at present is to establish a true appreciation not only of the value of higher education but also of what its acquisition entails. In this the members of African Associations and others who complain of lack of educational facilities can and must assist by first learning and then impressing upon their children that higher education is something for which the aspirant must be prepared to work. The objective of the ten-year educational development plan is to raise the standard of primary education and to provide for an increased number of pupils qualifying for secondary education, but it is obvious that these plans cannot succeed without the active co-operation of pupils and parents.

3. Standard of living

Shortage of staff at present makes it impossible to undertake such studies as those suggested by the Mission. At the same time their importance is fully appreciated and when the staff position permits, every endeavour will be made to include standard of living surveys in the varied programme of scientific investigation which needs to be undertaken. The results of any such surveys will be given in the Territory's annual reports.

4. Social welfare

It is fully intended to continue with the programme of establishing social welfare centres and to enlarge their scope as far as possible. As has been stated by the Mission a valuable feature of these centres is the opportunity they afford of a training in responsibility, as the African members elect their own officers and managing committees and to a large extent have to provide the means to meet the recurrent costs of maintenance. The aim is also to encourage the growth of community life and activities. Some help and guidance is still necessary and plans have been approved for the appointment of paid trained welfare workers to organize some of the larger centres.

At present social welfare centres are most needed in the towns, but under the plans for the development of social welfare which have been

/approved a

approved a new social development division of the Social Welfare Organization will concentrate on the needs of the rural population.

5. Discrimination

Assuming that the only allegations of racial discrimination made to the Mission were those mentioned in their report or in the petitions annexed to it, the Administering Authority feels bound to express the opinion that they did not reflect a very serious state of affairs, and to suggest that a full investigation would not have added very greatly to the Mission's labours. As far as the Administering Authority is aware the statements received from "various individuals and petitions" were confined to certain allegations contained in a petition presented by a group of Africans in the small township of Shinyanga, a complaint concerning the discriminatory treatment of prisoners, and a suggestion of discrimination in the registration of Asian and European medical practitioners. The last has already been dealt with in comments in an earlier part of this chapter. The question of the treatment of prisoners will be commented upon in connexion with the next paragraph of the report. The remaining statements have, in fact, already been examined during the Trusteeship Council's consideration of the Shinyanga petition, but to complete the picture for the purpose of these present observations the following comments are made.

As stated by the Mission in its observations on the petition (document T/218/Add.1, page 8) the petitioners complained that the "colour bar" made itself felt in railways and hotels. The Administering Authority is advised that in reply to questions the spokesman of the petitioners on this subject was unable to produce any other examples of racial discrimination. In regard to hotels the complaint was that some of these establishments would not serve Africans with meals or drinks or admit them as guests. As the Trusteeship Council was informed it is true that certain hotels cater for non-indigenous persons only. The Administering Authority is strongly opposed in principle to any such discrimination, but since the hotels in question are privately-owned it is not in a position to take any direct action which would be likely to be effective. The truth of the matter is that the discrimination complained of is not fundamentally racial in character. It has its origin in strongly-rooted conceptions of behaviour, personal hygiene, manners and customs. Until comparatively recently there has been a great difference in this respect between the local European community and the most advanced of the indigenous inhabitants. With the gradual improvement
/of the standard

of the standard of living and the growth of a class of Africans whose manner of life approximates that of the European community the prejudice will disappear. Indeed, it is already beginning to be much less evident. The Government of the Territory will continue to do all in its power to counteract this prejudice and to hasten its complete disappearance, but the matter is of such a nature that the remedy is not to be found in direct action. The natural process of educational, social and economic development, and, it is hoped, the example set by the absence of any racial discrimination in official entertainment, will assuredly result in the disappearance of such prejudice as still exists. Any attempt to overcome it by any such methods as the enactment of special legislation would not only be ineffective in achieving its purpose but would most probably strengthen the prejudice in some quarters and retard rather than encourage the growth of full inter-racial harmony.

As regards the alleged discrimination on the railways the complaint does not appear to have much substance. It was stated that although an African was permitted to travel by any class for which he was prepared to pay he could not be certain of securing the desired accommodation. If the train was full preference would be given to non-Africans irrespective of any priority of reservation. If any instances of such discrimination have occurred they have been wrongful actions on the part of railway servants and not due to any policy of discrimination practised by the Administration. Had they been brought to the notice of the authorities appropriate action would have been taken. No specific complaints of this nature have been received - none was quoted by the petitioners - but the Administering Authority has brought the matter to the notice of the East Africa High Commission so that steps may be taken to ensure that there shall be no recurrence of any such incidents in future.

The next Visiting Mission to the Territory, whether or not expressly so directed by the Council, will doubtless be able to investigate what the present report refers to as "this problem". The only comment which the Administering Authority is able to make on the recent Mission's suggestion is that the task will not prove a very formidable one.

6. Prisons

The need for the maintenance of a high standard of discipline in prisons is obvious, but the question of the punishment of prisoners is a matter which is kept constantly under review, particularly in its relation to the general question of the introduction of reforms. The position when all forms of punishment as a means of maintaining discipline in
/prisons can

prisons can be abolished has not yet been reached in Tanganyika, if indeed it has in any other country. In this paragraph of the report the Mission refers to two particular forms of punishment, solitary confinement and corporal punishment. While these punishments are used as infrequently as possible and only when other disciplinary measures have failed, the retention of the power to impose them in the case of repeated or aggravated offences is still considered necessary. As regards solitary confinement the policy is to reduce it to a minimum, with abolition as the ultimate objective, and consideration is being given to a reduction in the maximum period which may be awarded. At the same time attention must be drawn to the fact that solitary confinement is never awarded for a continuous period exceeding seven days, and an interval of seven days must elapse before a further period of such confinement. The fact that the maximum penalty is not lightly awarded is evidenced by the figure of 97 awards in 1947 quoted by the Mission. In that year there was a total prison population of some 20,000, with a daily average of 5,500. As to corporal punishment, the annual average number of awards over the last five years has been three, and all have been for the offence of assaulting a prison officer. It is not yet considered practicable to abolish corporal punishment in prisons for crimes of violence.

The Administering Authority has duly considered the statements on alleged discrimination in prisons but does not find them to be well-founded. The policy governing prison conditions is that as far as is practicable prisoners shall receive treatment, including diet, clothing, etc., in keeping with the mode of life to which they are accustomed.

Labour tasks are allotted according to this policy, having regard to physical condition, ability to withstand the effects of climate, and so on. No social distinctions on grounds of race are recognized, and this will be emphasized by the scheme to send long-term first offenders of all races to Kingolwira where they will be employed on farm work.

The issue of prison clothing is governed by the same conditions. If an offender on admission is, for instance, wearing shoes and socks, he is given these articles as part of his prison clothing, quite irrespective of race. For various reasons beds are not issued to African prisoners except on medical grounds. Consideration is, however, to be given to the introduction of sleeping boards as used in prisons in the United Kingdom.

CHAPTER VI

EDUCATIONAL ADVANCEMENT

A. INTRODUCTION

The Administering Authority has no comments on this paragraph of the Mission's report. Reference to the racial aspect of the organization of educational facilities will be made in connexion with later paragraphs.

B. AFRICAN EDUCATION

1. General

Compulsory education is accepted as a desirable objective but, as the Mission no doubt fully appreciated, it is quite impracticable in present circumstances to introduce measures of compulsion elsewhere than in certain urban areas. Apart from the question of the first essential requirement - the provision of adequate facilities for all children of school age - it would be quite impossible to ensure compliance with the regulations in the sparsely inhabited rural areas.

2. Primary education

The present number of registered primary schools is 1,253: Government and Native Administration, 299; mission 929; other voluntary agencies, 25.

As in the case of the figures quoted by the Mission the above figures do not include unregistered schools - known locally as "bush schools" - of which there are now 4,120 in existence, with a total enrolment of 176,614 pupils.

In regard to the reference to the role played by the mission schools in the Territory, made at page 153 of the report, one correction is necessary. The Visiting Mission may have misunderstood the information given to them, but it is not correct to say that the majority of children attending mission schools are of the Moslem religion. In some of the mission schools in the coastal area the majority of the children are Moslem - in certain schools in the Tanga Province all the children are so, - but this is not the case in mission schools generally throughout the Territory. In the rural areas many of the children attending school are pagan.

Reliable statistics of the number of children of school age in the Territory await the final analysis of the 1948 census. At the end of 1948 the figures of enrolment in registered primary schools were as follows:

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Standards I - IV	95,985	35,254	131,239
Standards V - VI	<u>9,703</u>	<u>1,632</u>	<u>11,335</u>
Totals	105,688	36,886	142,574

/If to these

If to these figures is added the enrolment at the non-registered bush schools it will be seen that the total number of children attending some form of primary school was some 319,000.

Of the present number of registered primary schools 219 have the status of district schools and 1,034 are village schools.

3. Secondary education

At the end of 1948 the position in regard to facilities for post-primary or secondary education was as follows:

	<u>Government</u>		<u>Mission</u> <u>(Assisted)</u>		<u>Mission</u> <u>(Unassisted)</u>		<u>Total</u>
	Male	Female	Male	Female	Male	Female	
Secondary	2	-	5	-	-	-	7
Secondary and teacher training	1	3	5	2	-	-	11
Secondary and vocational	5	-	2	-	-	-	7
Secondary, teacher training and vocational	-	-	1	1	-	-	2
Teacher training	6*	1	11	15	3	-	36
Teacher training and vocational	-	-	2	1	2	1	6
Totals	14	4	26	19	5	1	69

The number of pupils receiving post-primary education at the end of 1948 was as follows:

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Standard VII	1,503	338	1,841
" VIII	1,127	198	1,325
" IX	689	57	746
" X	385	-	385
" XI	100	-	100
" XII	49	-	49
Totals	3,853	593	4,446

These were grouped as follows:

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Secondary schooling	1,679	87	1,766
Teacher training	1,717	437	2,154
Vocational	457	69	526
Totals	3,853	593	4,446

* One of these is a Native administration teacher training centre.

/Reference

Reference has already been made in an earlier connexion to the question of the adequacy of the facilities for secondary education. It has been stated, and must here be repeated, that the deficiency hitherto has not been in the number of secondary schools but in the number of pupils qualifying for the full secondary course. This has been the limiting factor in the number of candidates who have qualified for admission to Makerere College or other institutions of higher education. As has been stated the policy of educational development is to raise the standard of primary education and to provide for an increased number of pupils qualifying for secondary education. In pursuance of this policy it is planned to increase the facilities for secondary education, but the fact remains that the percentage of pupils qualifying for full secondary education will have to increase considerably if full advantage is to be taken of these facilities. There are signs of a welcome improvement in this respect but the full importance of this aspect of the problem has yet to be appreciated by the members of African Associations, Native Authorities, and other bodies and individuals who complain of the inadequacy of existing facilities. Many have yet to learn to appreciate the full meaning and value of education, and not only in its higher reaches. Complaints of inadequate facilities and demands for more schools are loudly voiced but still the wastage in the very lowest standards of primary education remains very high. In some cases the wastage between Standard I and Standard II has been as high as fifty per cent. Schools opened to meet a popular demand cannot carry on in such circumstances and the excessive wastage has doubtless been responsible for the closing down of some voluntary agency schools. (A recent check of the roll of registered primary schools has shown that some 190 of those registered up to the end of 1947 had ceased to function. In certain cases this has probably been due to population movements). In the case of those pupils who do remain at school long enough to pass on to post-primary education the popular view seems to be that advance in standards should be an automatic process. For example, all pupils who manage to reach Standard VI should automatically find places in secondary schools and nothing more than this step is considered necessary to ensure them well-paid employment or access to higher education. The question of individual qualifications seems to enter very little into these calculations, and the fact that a pupil in one grade of school must work and bring himself up to the required standard before he can expect to pass on to a school of a senior grade seems often to be ignored. These are some of the lessons which Native Authorities, parents and children must learn if the plans for educational development are to achieve their full purpose.

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4. Industrial and vocational training

As shown in the table in the preceding paragraph there are in all fifteen establishments at which vocational training is given - five Government and ten Voluntary Agencies. Those receiving vocational training at the end of 1948 numbered 526 - 457 boys and 69 girls. (In 1947 the total number receiving such training was 301, consisting of 264 boys and 37 girls - see Appendix XIII (B) of the Annual Report for 1947).

By the end of 1948, 1,606 students had completed their courses of technical training at the Government training centre for ex-servicemen near Dar-es-Salaam and over 300 were still in training. It is proposed to move the centre to Tabora this year and to develop a permanent training establishment for the Territory. The new centre will cater not only for ex-servicemen but for all suitable candidates. The aim is to establish a full four years' course of training, including a period of practical experience on suitable development and production works.

The various departmental training schools continue to function with a fairly constant number of students of some 230 - 240.

5. Teachers and teachers' training

The present position in regard to teacher training facilities is shown in the table in paragraph 3 above. As will be seen the training of teachers is undertaken at 57 centres - 10 Government, one Native administration and 46 voluntary agencies.

At the end of 1948 the number of pupils attending teacher training courses was 2,154, of whom 1,717 were males and 437 females.

The teachers in registered African schools numbered 4,070 Africans (3,527 males and 543 females) and 203 Europeans (105 males and 98 females).

6. Female education

The following particulars indicate the position in regard to female education at the end of 1948:

Special girls' schools

Government	. . .	5
Voluntary agency (assisted)	. . .	30

Schools with post-primary standards

	<u>Teacher training</u>	<u>Teacher training and secondary</u>	<u>Teacher training and vocational</u>	<u>Secondary, teacher training and vocational</u>
Government	1	3	-	-
Voluntary agency (assisted)	15	2	1	1
Total	16	5	1	1

Number of pupils in registered primary schools

	Standards <u>I-IV</u>	Standard <u>V</u>	Standard <u>VI</u>	Total
Government	1,454	112	88	1,654
Native administration	3,467	35	4	3,506
Voluntary agency	30,293	965	468	31,726
Totals	35,214	1,112	560	36,886

Number of pupils in post-primary standards

	Standard <u>VII</u>	Standard <u>VIII</u>	Standard <u>IX</u>	Total
Government	54	30	8	92
Voluntary agency	278	174	49	483
Totals	332	204	57	593

Analysis of pupils in post-primary standards

	Standard <u>VII</u>	Standard <u>VIII</u>	Standard <u>IX</u>	Total
<u>Secondary</u>				
Government	38	6	-	44
Voluntary agency	29	14	-	43
<u>Teacher training</u>				
Government	16	24	8	48
Voluntary agency	208	144	37	389
<u>Vocational</u>				
Voluntary agency	41	16	12	69
Totals	332	204	57	593

In regard to the question of the social attitude towards the education of girls the wording of the report does not present an accurate picture. The Tanganyika Government has never suggested that enlightened African opinion is opposed to female education and it is undoubtedly true that the majority of the individuals with whom the Mission was able to discuss the matter were in favour of the education of girls. The statement that the Mission heard only a few individual expressions of disapproval, however, calls for some comment. The "social attitude" to which the Mission refers is to be found among the less advanced of the people, who of course include most of the parents, grand-parents and guardians of the girls of school age in the rural areas. This attitude is gradually changing, but the extent to which opposition to female education still exists was amply illustrated at one of the tribal gatherings attended by the Mission. Those members who were present at the meeting with chiefs, elders and people at Itetemia will doubtless recall the lively discussion which took place, and

/will

will remember that all their arguments, supported by a description of what they had seen at the Tabora girls' school, failed to move their audience in their strongly stated opinion that in general the education of girls was undesirable.

7. Higher education

There are now thirty-five students at Makerere College, distributed as follows:

Preliminary year	12
Higher arts course	6
Higher science course	7
<u>Professional courses</u>	
Agriculture	2
Education	3
Medicine	3
Adult course	<u>2</u>
	<u>35</u>

There are fifteen African students in the United Kingdom. Of these, six have been awarded scholarships and four are Social Welfare scholars. Of the remainder, two are taking commercial courses and three are engaged on research work at the London School of Oriental and African Studies.

For the academic year 1948-49 scholarships were awarded to four candidates, two African, one Indian and one European.

8. Information concerning the Trusteeship System

A special text-book on this subject is being produced by the East African Literature Bureau.

9. Expenditure

The figures quoted by the Mission were increased by various items of supplementary expenditure approved during the year. Including these items the following figures show the provision made in 1948 and, for purposes of comparison, the estimates for 1938 and 1949 are included.

	<u>1938</u>	<u>1948</u>	<u>1949</u>
	£	£	£
General revenue	99,717	379,390	590,782
Native treasuries	14,688	98,430	93,702
Development funds	-	<u>118,011</u>	<u>221,586</u>
Total	£114,405	£595,831	£906,070

In addition, further provision for grants-in-aid has been made necessary by the decision to equate the salaries of teachers in grant-aided schools with the revised salaries of teachers in Government service, with retrospective effect. The final figures have not yet been prepared but the estimated

/additional

additional expenditure up to the end of 1948 is some £73,000.

The above figures do not include the expenditure on educational services incurred by the voluntary agencies from their own resources, of which details are not available, or the provision made in the estimates of the Public Works Department in respect of expenditure on educational buildings, or the provision made for industrial and vocational training by the Labour and other departments.

The Administering Authority is, of course, fully aware of the statements which have been made in the past alleging disparity in the financial provision made for educational facilities for European, Asian and African children, and has noted that the arguments advanced have appeared to be based on a comparison of financial appropriations shown in the territorial estimates without reference to any other considerations. However, there appears to be no need at this stage to do more than to invite attention to recent developments which will make it difficult to sustain any such arguments in the future. Following acceptance of the recommendations of the Special Committee on Non-Native Education, to which the Mission referred, the educational programme for the non-indigenous communities has been placed on an entirely different footing since 1 January 1949. In view of the urgent requirements of African education it has been decided that the expenditure from the Territory's general revenue on non-African education cannot be increased for the present and that the cost of any extension of such education must therefore be borne directly by the communities concerned. To this end the Non-Native Education Tax Ordinance, passed in November 1948, provides for the payment of a special education tax by non-Natives. Under the provisions of the Non-Native Education Ordinance, passed at the same time, two separate authorities have been established - the European Authority for Education and the Indian and Goan Authority for Education - whose functions include the following:

- (a) To make plans for the development and organization of education for their respective communities and for the maintenance and establishment of schools;
- (b) To control and manage the funds made available for the above purposes;
- (c) To ensure that schools are inspected as required by the Ordinance; and
- (d) To prepare estimates of revenue and expenditure for each year.

/The resulting

The resulting financial position for the three communities is indicated by the following estimates for 1949:

	<u>African</u>	<u>Asian</u>	<u>European</u>
	£	£	£
Direct contribution from general revenue	384,565	66,336	43,970
Non-Native Education Authority Funds (Proceeds from education tax and school fees)	-	44,297	51,614
Development Funds	221,586	-	-
Native treasuries	93,702	-	-
Totals	<u>£699,583</u>	<u>£110,633</u>	<u>£95,584</u>

10. Proposals for the future: Ten-Year Development Plan for African Education

The estimates of expenditure under the Ten-Year Development Plan will require considerable upward revision in view of the general increase in salaries and the rising cost of buildings and equipment. Otherwise the factual information contained in the Mission's brief summary of the plan calls for little comment.

It should perhaps be emphasized that considerable importance is attached to the functions of the district education committees, since it is hoped that from these bodies will develop local education authorities as an essential feature in the development of full local government.

Further reference to the nature and scope of the Ten-Year Plan will be made in connexion with the Mission's observations and conclusions on this subject.

C. ASIAN EDUCATION

There are a few changes to record in the figures quoted by the Mission. Primary education is at present provided at one Government and fifty-one grant-aided schools, and secondary education at two Government and thirty grant-aided schools. Only three of the secondary schools - one Government and two grant-aided - provide the full course to Standard XII.

The enrolment of pupils at the end of 1948 was as follows:

<u>Indian Schools</u>	<u>Boys</u>	<u>Girls</u>	<u>Total</u>
Primary	4,658	3,945	8,603
Secondary	1,316	637	1,953
Vocational	- 82 -		82
		Total	<u>10,638</u>

/The number

The number of pupils - the majority of them Goan - at the two inter-racial kindergarten and primary schools mentioned by the Mission was 529. It should be noted that these two institutions, known locally as Goan schools, are grant-aided schools conducted by Christian missions.

The teaching staff in the Indian schools numbered 389, of whom 270 were males and 119 females (including three Europeans, one male and two females). At the two mixed (Goan) schools there were 32 teachers, three male (Asian) and 29 females (twelve European and seventeen Asian).

D. EUROPEAN EDUCATION

As stated by the Mission there are no facilities for secondary education for European children in the Territory. At the end of 1948 there were fifteen primary schools - four Government, nine assisted and two unassisted - with a total enrolment of 1,040 children, 527 boys and 513 girls. The number of teachers was 56, eleven male and 45 female.

E. STATEMENTS MADE BY AFRICANS

The Administering Authority has noted with interest and appreciation that this paragraph of the Mission's report opens with a quotation from an official document - the Ten-Year Development and Welfare Plan for Tanganyika - stressing the Administering Authority's recognition of the importance of education in the development of the inhabitants of the Territory.

As regards the several quotations made from memoranda, petitions and statements at meetings attended by the Mission it may at once be stated, as a general comment, that none of them is new in either sentiment or substance. Similar expressions of opinion are frequently uttered at meetings and discussions in which Africans and Government officers take part. The Administering Authority can therefore well understand that the subject of education was constantly raised at the meetings which the Mission had with Africans.

As the Mission states, the several quotations recorded in the report are an adequate illustration of a widespread desire for the raising of educational standards in the Territory. This desire is not only fully known to but is equally fully shared by the Administering Authority. Every effort will be made to satisfy the desire to the fullest extent possible.

Further comment on the general question of the development of education will be made in reference to the Mission's observations and conclusions. Comment on this particular paragraph of the report will therefore be confined to a few points of detail.

The Administering Authority has noted with some interest the foot-note to page 164 of the report, referring to the memorandum prepared by the chiefs
/of the

of the Sukumaland Federation. In giving their negative reply to the inquiry whether they wished their memorandum to be considered as a petition, the chiefs stated the position very categorically. They made it clear that their memorandum set out a number of points which they would be happy to discuss with the Mission and which they hoped the Mission might in turn find time to discuss with the Government, but they had neither the need nor the wish to make representations elsewhere.

In this connexion there is also a point of interest to record in relation to the "petition" from the Chagga Council. The questions raised in this document are matters to be dealt with in the examination of the petition itself and cannot be fully commented upon here, but there is one aspect which is not without importance in relation to the body of the Mission's report. As will be apparent from a perusal of the annexure to the report (document T/218/Add.1) the submission of the documents received by the Mission from the Chagga Council as a "petition" was an after-thought - and one resulting, it must be stated, from a suggestion made to the Chairman of the Council and not by him or any member of the Council. It will be very evident from the documents attached to the Council's own memorandum that they were not prepared as petitions to the Mission or to the Trusteeship Council. They were in fact only mentioned during the course of a discussion and copies were later produced at the request of the Mission. The author of the principal document has indeed expressed his surprise that this memorandum was accepted and treated as a petition. It was prepared for submission to the territorial Development Commission. On the recommendation of this Commission all the points raised were fully discussed in July, 1948, at a meeting of the territorial Advisory Committee on African Education, of which the author of the memorandum is a member. He has expressed himself as being fully satisfied with the explanations he received.

Reference to these two points is made not because the Administering Authority wishes to raise any objection to such documents being treated as petitions, but because it is regarded as of some importance that the attitude of the two Councils in question, perhaps the most important and most responsible African bodies in the Territory, should be made clear.

Attention has already been drawn to what has been the real need of the Territory - more students qualifying for full secondary education rather than more secondary schools - and to the vital importance of the lessons which both parents and children have yet to learn in their approach to the problem of education. The Arusha African Association is reported to have said "There must be over 600 students now who cannot continue to **secondary schools** for one reason or another....." These reasons were apparently not /elaborated,

elaborated, nor does the Mission appear to have sought any further elucidation. Without raising any question as to the accuracy of the number stated, the important point for consideration is how many of these "students" had failed to qualify for admission to secondary schools and because of this had to turn to the learning of trades, or to the alternative - apparently not suggested by the Association - of ceasing to roam the streets and learning to play a useful part in their tribal life and activities.

F. OBSERVATIONS AND CONCLUSIONS

The Administering Authority fully appreciates the fundamental part which education must play in the social and political advancement of the peoples of the Territory and agrees unreservedly with the views which have been expressed by the Trusteeship Council on the importance of improving and expanding the Government's educational services. The extent to which these services can be extended immediately and in the future, however, must necessarily be controlled by considerations of finance - that is, by the total revenues of the Territory and the percentage of these revenues which it is possible to appropriate for education, with due regard for the need of the other essential services. Within the limits imposed by these financial considerations every effort is being and will continue to be made to secure the fullest possible improvement and expansion of educational facilities. The expansion covered by the Ten-Year Plan is being assisted financially by the United Kingdom taxpayer by substantial grants under the Colonial Development and Welfare Act, 1945, but reliance on external subvention of this kind cannot continue indefinitely. The educational services should not be expanded to a point beyond the capacity of the Territory to support from its own resources within the reasonably near future - otherwise the country cannot become economically self-supporting and independent, a prerequisite for political independence.

Recent years have seen a very considerable increase in the financial provision for education as is shown by the figures already quoted and which, as has been explained, do not present the complete picture. To these amounts should be added the considerable expenditure by missions, Asian communities, estates, mines, etc., and the provision for departmental training schemes, courses of instruction, school building and repair, etc. Details of expenditure other than that of Government and the Native administrations are not available. In the case of Government expenditure the following figures may be of interest. In the ordinary budgetary expenditure the appropriation - under all heads - has risen from five per cent of the total in 1938 to approximately ten per cent in 1949.

in 1949. A comparison of the percentage of the total budget expenditure under various heads in these two years is as follows:

Service	Education	Agriculture	Forests	Judicial	Medical	Police	Veterinary	Public Works
1938	5.2	2.8	1.0	1.2	9.1	4.9	2.0	9.7
1949	9.9	4.2	.9	.9	9.6	5.1	3.6	11.5

The Ten-Year Plan envisaged an expenditure of £5,392,000 during the period 1947 to 1956, made up as follows:

From territorial revenues	£3,534,000
From Native treasuries	605,000
From Colonial Development and Welfare grants	1,250,000
	<u>£5,392,000</u>

As has already been indicated, however, the recent revision of salaries alone will necessitate a considerable increase in these figures, without any expansion in the scope of the plan itself.

The Administering Authority fully recognizes the limitations of the Ten-Year Plan and has never claimed that it provides the complete answer to the problem. Both the speed and the scope of development must be increased as and when greater resources become available. It is clear that the results to be achieved by the plan fall far short of the ultimate objective of compulsory primary education for all children, but with full consideration of the resources which can at present be made available the Administering Authority has reluctantly had to decide that no more can be done at this stage than is covered by this ten-year programme. Any attempt to expand the programme without an adequate increase in financial resources could only result in a most undesirable lowering of the standard of education. This cannot be contemplated. Even with the raising of the standard of primary education which it is hoped to achieve under the plan the expected number of those who will be receiving higher education at Makerere in 1956 is, as the Mission has pointed out, estimated to be only 200. Present indications are that this estimate is not too low a percentage of those entering primary schools. In 1948 there were 49 pupils in Standard XII. Of these, 28 reached a standard considered to justify their entrance for the Cambridge School Certificate Examination. Only 15 succeeded in passing the examination. The

/candidates.

candidates, it should be noted, were from the three schools where the standard of instruction and the quality of the students received high commendation from the Visiting Mission. Unless there is a great change in the position the only sure hope of obtaining an appreciable increase in the number of students qualifying for higher education is to broaden the base of the pyramid, in other words greatly to increase the number of children receiving primary education, with the necessary expansion of facilities - schools and staff - from the base of the pyramid to its apex. To enable this to be done there is one essential requirement, the provision of more funds than are at present available.

Although the Administering Authority must state that it sees no immediate prospect of such a desirable expansion, it shares the hope of the Mission that some means may be found of increasing the appropriations for education. If and when this becomes possible consideration will certainly be given to the provision of more facilities such as those mentioned by the Mission. As regards the establishment of a college for post secondary education in Tanganyika, although this will doubtless be necessary at a later stage it cannot be seriously considered at the present time. Apart from the question of the great cost, both capital and recurrent, of such an undertaking, there is at present no need for a separate college in the Territory. Makerere College will be able to take all the candidates Tanganyika can hope to provide for some time to come.

The immediate task on which efforts must be concentrated is the successful implementation of the Ten-Year Plan and the Territory's hope is for a period of peace and prosperity to enable it to carry out this and its other plans for development. The Mission has quoted from a report in which it was said that African education in Tanganyika had been "in the doldrums" for some years. If that expression can be accepted as suitably describing the position, it might equally well have been applied to other aspects of the Territory's life. As far as education is concerned the Territory has, as was made clear in the introduction to the Ten-Year Plan, had a particularly difficult task. During its short history it has suffered from the effects of two world wars and a world-wide economic depression. The educational facilities in existence when the Territory first came under British Administration were negligible. Little trace of such organization as had existed before the 1914 - 1918 war was to be found, either of buildings or of teachers. Since then successive efforts to achieve advancement have been to a great extent negatived by periods when not only could no real progress be made but when preoccupation with other vital matters and either retrenchment of staff or its diversion to other duties resulted in loss of
/ground.

ground. A new and determined effort to move forward is now being made. In the immediate post-war years difficulties were experienced in providing European staff with the necessary qualifications and in obtaining adequate supplies of building materials and equipment. These difficulties are being overcome and it is expected that the implementation of the Ten-Year Plan for educational development will go forward smoothly.

Detailed information on the matters suggested by the Mission will as far as possible be included in future annual reports. A table is attached to these observations showing the total enrolment of pupils by standards in all registered schools at the end of 1948.

The Administering Authority has noted the suggestion of the Mission that a system of inter-racial primary and secondary education might be established in Dar-es-Salaam and other urban centres. The adoption of this suggestion would, however, present very serious difficulties. Particularly in the primary standards the language difficulty would present such an obstacle as to make inter-racial education at the present time an impracticable proposition. If leeway is to be made up and the objective of making the greatest number of children literate in the shortest possible time is to be achieved, the younger children must be taught in the language in which instruction can be most easily imparted and through which medium they can assimilate knowledge with the minimum of mental strain. Moreover, it has been the policy of the Administering Authority, in Tanganyika as in all its other dependencies in East and Central Africa, to base education on the pupil's native culture and it would be incompatible with this policy to provide common schools for races whose cultural backgrounds differ widely. Another difficulty is that the objective of policy in Tanganyika is to provide free primary education and, to the extent necessary, assisted secondary education for the African population from the general revenues of the Territory, but that any further development or extension of educational facilities for the non-indigenous races should be paid for by these races through special taxation. It would be almost impossible to adhere to this policy if a system of schools common to all races were introduced. At present no education beyond the primary stage is provided in the Territory for European children. At a later stage, when adequate facilities for secondary and higher education can be made available in the Territory and the English language is more widely understood and used as the medium of instruction, the establish of institutions for inter-racial education will not only be possible but may become a normal feature of the educational system.

STATISTICAL TABLE

ENROLLMENT BY STANDARDS IN GOVERNMENT, NATIVE AUTHORITY AND ASSISTED AND UNASSISTED VOLUNTARY AGENCY SCHOOLS FOR 1948

10-11

AGENCY	I		II		III		IV		V		VI		VII		VIII		IX		X		XI		XII		XIII		Total		
	I-IV	V-VI	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G		B	G
GOVT.	51	12	2,019	729	1,308	331	892	227	503	581	1,454	499	88	592	430	54	297	6	180	51	19	1,509	92						
N/A	(214	42	9,306	2,105	5,321	775	3,932	435	5,039	1,167	3,467	801	4	55															33
V/A	(516	160	20,324	14,489	14,489	6,344	12,322	4,279	9,334	4,043	24,826	2,514	468	799	655	266	426	49	201	49	50	2,160	483						
ADDED	(11,668																										
V/A	(232	5	6,846	3,472	3,472	1,512	1,750	615	811	57	5,467	41	-	79	42	18	26	4				151	18						
UNASSISTED	(5,208																										
TOTALS	993	219	38,495	24,587	24,587	8,960	16,896	5,553	14,007	5,848	55,214	3,855	560	1,503	1,127	558	689	57	585	100	49	3,855	593						
			17,710																										

AGENCY	Boys		Girls		Total
	B	G	B	G	
TOTAL PRIMARY	105,688	56,886	162,574		162,574
TOTAL POST-PRIMARY	3,853	593	4,446		4,446
GRAND TOTAL	109,541	57,479	167,020		167,020

AGENCY	Secondary		POST-PRIMARY STANDARDS		Total
	Govt.	V/A Aided	Govt. & N/A	V/A Aided	
TOTAL	618	29	202	455	1,304
Govt.	312	38	202	208	758
V/A Aided	306	29	16	144	595
Total	618	67	176	352	1,053
Govt. & N/A	202	16	56	57	425
V/A Aided	455	208	120	286	969
V/A Unaided	58	16	33	16	109
Total	695	224	594	168	1,717
Govt.	111	19	45	38	241
V/A Aided	58	39	42	10	174
V/A Unaided	21	16	9	2	48
Total	190	47	96	10	457

TOTAL POST-PRIMARY

3,853